DOCUMENT RESUME

ED 081 761 SP 006 905

AUTHOR Bhaerman, Robert D.
TITLE Report of a Literature Search and Analysis of the Findings of That Search.
SPONS AGENCY Bureau of Educational Personnel Development (DHEW/OE), Washington, D.C. Div. of Assessment and Coordination.
PUB DATE Sep 71
NOTE 103p.

EDRS PRICE MF-$0.65 HC-$6.58
DESCRIPTORS Differentiated Staffs; Incentive Systems; *Merit Pay; *Merit Rating Programs; *Salary Differentials; *Teacher Employment; Teacher Rating; *Teacher Salaries

ABSTRACT

This study researched a) the current reward system for educational personnel in elementary and secondary schools and b) the efforts being made toward changing this reward system. Several reward systems, or merit approaches, were investigated. The most important is the use of a single salary which is based on years of teaching experience and level of preparation. The efforts being made to change this approach include a) the compensable factor method, b) management criteria, c) linear programming, d) differentiated staffing, e) merit pay (old style), and f) merit pay (new style). Two plans that combine these approaches are a) the Hawaii plan, which combines differentiated staffing, accountability, work schedule, and career development factors and b) the Clark plan, which is a mixture of differentiated staffing and merit pay (new style). Other efforts to change the reward system are fluid hierarchy, performance-based certification, Planning Program-Budgeting System (PPBS), combat pay, and the extended school year. (Generalizations from this research are presented along with a summary of the single salary schedule, reprinted from "American School Board Journal," May 1970, p.24. The bibliography for this work is available through the ERIC Clearinghouse on Teacher Education's local file, SP 006 926.) [Reproduced from best available copy.] (BRB)

FILMED FROM BEST AVAILABLE COPY

ED 081761

TASK 8 - What is the current reward system which exists for educational personnel in elementary and secondary school systems? What efforts are being made toward changing this reward system?

U.S. DEPARTMENT OF HEALTH, EDUCATION & WELFARE
NATIONAL INSTITUTE OF EDUCATION
THIS DOCUMENT HAS BEEN REPRODUCED EXACTLY AS RECEIVED FROM THE PERSON OR ORGANIZATION ORIGINATING IT. POINTS OF VIEW OR OPINIONS STATED DO NOT NECESSARILY REPRESENT OFFICIAL NATIONAL INSTITUTE OF EDUCATION POSITION OR POLICY

REPORT OF A LITERATURE SEARCH AND ANALYSIS OF THE FINDINGS OF THAT SEARCH

Dr. Robert D. Bhaerman
September, 1971

SP 006 905

BEST COPY AVAILABLE

TABLE OF CONTENTS

page

Part I - The Current Reward System.....1

Part II - Efforts to Change the Current Reward System....15
Four Mechanistic Approaches.....15
Differentiated Staffing.....23
Merit Pay.....51
Other Efforts.....84
PPBS.....84
Combat Pay.....85
Extra Pay for Extra Work.....86
Extended School Year.....90
Teacher Certification.....92

Summary and Conclusions.....95

A Final Word: The "Equal Pay" Concept.....99

Bibliography.....103

Appendices.....126

PART I

THE CURRENT REWARD SYSTEM

Historical background. In the early 1900's -- and before -- compensation was generally arrived at through individual bargaining. Rarely did two teachers, even with similar qualifications, receive the same remuneration in a district. Married men often received more than single men, single women more than married women, and the number of children the teacher had could further complicate the situation.

A review of the literature from the last century carries fascinating reports of early methods of compensation. Teachers often were expected to live with other families. Board and room were part of their compensation. Teachers were known to have taken in orphans as part of their responsibility. Often they were contractually required to supplement their income by tending the furnace of the school, cleaning the school, and by serving as the town's sexton.

By 1920, however, the so-called single-salary policy was adopted with increasing frequency, i.e., the schedule was similar for elementary and high school teachers and for men and women. By 1946, more than 40% of all districts were using single-salary schedules; by 1950, about 97% using salary schedules had adopted the single schedule with differentials based solely on levels of preparation, rather than on grades or subjects taught.

Since 1910, minimum salary schedules for teachers guaranteed by state law have all been of the single-salary type. In 1966, teachers in 31 states had a legally guaranteed minimum salary. By that year the statutes of 23 of the 31 states which provided minimum salaries also recognized both college training and years of service, providing for minimum and maximum salaries for both the bachelor's and master's degrees. (N.E.A. Research Department data.)

The single-salary schedule. The single-salary schedule is a graduated scale that provides for years of service, referred to as "steps," and for extent of academic preparation, often referred to as "columns." Teachers at each level are paid on the same schedule, if their preparation and experience are the same in quantity.

There are, needless to say, many variations of the single-salary theme. Some districts have complicated the schedule by counting only those units beyond the baccalaureate, or only upper division and graduate units, or fractional parts of years of service, private school experience or college teaching. A few districts give credit for military service or work experience. Some districts have adopted a schedule that gives credit for only four years of service. Regardless of the number of years of experience of successful teaching, the teacher would be "rated-in" on Step Five, which means that he is given credit for four previous years. Some schedules do not count any experience if it

is more than ten years old. Others give partial credit for experience (two years of teaching may count as one step). All of these factors have been developed rather arbitrarily.

The single-salary schedule, with all its limitations and embellishments, has been easy to administer and, to this date, has been accepted by most school boards and teachers' groups. However, now that community involvement, accountability and expressions of dissatisfaction have become newsworthy, school boards have begun to look more critically at the single-salary schedule.

A current sample of the single-salary schedule: New York City. (1)

SALARY SCHEDULES EFFECTIVE OCTOBER 1, 1971

Descriptive Designation	B.A. (Base)	B.A. Plus 30 Credits	B.A. Plus 60 Credits	Earned M.A. or Equivalent	Earned M.A. (or Equivalent) plus 30 Credits
Official Designation	C1	C2	C6	C2 Including Promotional Differential	C6 Including Promotional Differential
Salary Step					
1A	$9,400	$9,900	$11,400	$10,900	$12,400
1B	9,400	9,900	11,400	10,900	12,400
2A	9,400	9,900	11,400	10,900	12,400
2B	9,750	10,250	11,750	11,250	12,750
3A	10,100	10,600	12,100	11,600	13,100
3B	10,450	10,950	12,450	11,950	13,450
4A	10,800	11,300	12,800	12,300	13,800
4B	11,150	11,650	13,150	12,650	14,150
5A	11,500	12,000	13,500	13,000	14,500
5B	11,850	12,350	13,850	13,350	14,850
6A	12,200	12,700	14,200	13,700	15,200
6B	12,550	13,050	14,550	14,050	15,550
7A	12,900	13,400	14,900	14,400	15,900
7B	13,250	13,750	15,250	14,750	16,250
8A	13,600	14,100	15,600	15,100	16,600
8B	13,950	14,450	15,950	15,450	16,950

Salary differentials. For various reasons differentials have been introduced into single-salary schedules. Usually based on additional preparation or experience, differentials often come about through collective bargaining. For example, as different steps are set up in a salary schedule, school administrations sometime seek a quid pro quo, and as a result in some districts, teachers are required to offer evidence of courses completed in order to qualify for advancement to the next step. Also, when teachers of vocational subjects are recruited whose industrial salaries are higher than beginning teachers' salaries, administrators must obtain authorization to offer advanced credit for industrial experience. Such credit has been on a year-for-year basis or a two-or three-to-one basis. There is often a provision that such advanced credit may not carry an individual beyond the sixth or seventh salary step.

The precedent of offering advanced salary credit for industrial experience has been utilized by school boards to obtain teachers in shortage areas. For example, advanced salary credit sometimes is given to teachers of science or mathematics for business experience related to their subject.

In other shortage areas, a differential has been paid for special training. For example, a shortage of teachers in special education, home instruction, and speech in New York City led to the payment of a differential of about $300 to teachers of those subjects for their special preparation beyond the certification requirements. (17)

Salary schedules have also been adapted to facilitate the recruitment of experienced teachers from other communities. At one time, teachers who changed districts had to begin at the first level in a new district, or they had to offer two or three years of experience for one year of salary credit. This practice has been changed in most places to year-for-year credit, although an upper limit of from seven to ten years has been maintained in some districts.

Experience as a substitute teacher is also creditable for advanced salary standing, although many districts give greater credit to experience obtained in their own district.

Recognizing the desirability of retaining experienced teachers who might be eligible for retirement, and desiring to provide an additional financial incentive for teachers on maximum salary, some districts have instituted "longevity increment," i.e., increments after 20, 25 and/or 30 years of service.

Salary schedules for substitute teachers and auxiliary personnel. Substitute teachers are used to cover day-to-day vacancies and vacancies that may run from a month to a semester. The qualifications of substitute teachers vary from partial to full certification; they are paid at a per diem rate in most school districts. For example, the 1969 Cleveland teachers' contract provided that a substitute would be paid $26 per day but that, if her assignment continued for more than five days, she would be paid $30 per day for the succeeding days of the specific assignment.

In New York City, day-to-day subs used to be paid at the daily rate of 1/180th of the annual beginning salary. By cumulating days of service, a substitute could advance on the schedule up to the seventh step and could qualify for degree differentials -- vacation pay. In 1968, New York discontinued issuing substitute certificates and required all new temporary teachers to qualify for full certificates. (17)

In most districts, paraprofessionals are paid an hourly wage with few fringe benefits. The wage has depended on the qualifications and duties of the position and has usually run from $2.00 to $3.75 per hour. The specific amount will vary as to the role the auxiliary plays: classroom aide, assistant associate, etc. As the paraprofessionals become a permanent part of the staff, they will, of course, require an annual salary and appropriate fringe benefits.

Salary schedules for trade teachers. Since trade teachers are not always required to have a baccalaureate, a special arrangement often is necessary if they are to work on a par with other teachers. It has been achieved in many school districts by regarding their minimum required schooling and trade experience (often, seven years are required for certification) as the equivalent of a baccalaureate. In addition, a trade teacher may offer extra years of experience in order to advance on the schedule. In 1969, Cleveland allowed up to three years of extra credit. Other districts may allow up to seven years. Trade teachers who complete additional college work are given further salary credit. (17)

Salary schedules for administrators. While our primary focus is on reward systems of classroom teachers, some attention should be given to the salaries of administrators. Historically, administrators had to negotiate individually for their salaries. Prior to the adoption of uniform salary schedules, such factors as size, location, and level of achievement of the school, and the sex, age, experience and connections of the administrator were considered.(17) Practices in compensating administrators still vary considerably, but salary schedules are now usually uniformly applied to all who meet the requirements.

Departmental chairmen and other supervisors often may receive a differential above a teacher's salary. The 1969 Cleveland contract, for example, provides differentials of from $300 to $800 per year, depending on the size of the department. Many districts do not accord tenure to such positions. In some, however, administrative positions carry tenure and have schedules with step intervals similar to those of the teachers' salary schedule. In some districts, principals and assistant principals receive a differential. In other districts, those positions carry tenure and progressive salary schedules. Although the idea of a single salary schedule for teachers has been accepted, principals of secondary schools still have higher salaries than elementary school principals, in some places. Many districts have set up a ratio or index between administrators and teachers, e.g., in New York City: (17)

Teacher	1.00
Chairman	1.25
Assistant Principal	1.45
Elementary Principal	1.70
Junior High Principal	1.85
High School Principal	2.00

The following bases have been identified for administrators:

- Highest salary paid to a teacher.
- Highest scheduled teacher's salary.
- Teacher's master's maximum.
- Teacher's bachelor's minimum.
- Maximum of teacher class where administrator would belong.
- Average salary for classroom teachers.
- Regional average of maximum salaries for teachers.
- Regional average of base salaries for administrators. (17)

Indexed salary schedules. In developing schedules for teaching personnel, increased use is being made of an index or ratio system. This is a technique by which a system of multipliers is used to establish experience increments and preparation differentials in relation to a base salary. As noted above, index salaries also are used for administrative positions as well as for instructional personnel. Among the advantages claimed for this approach are:

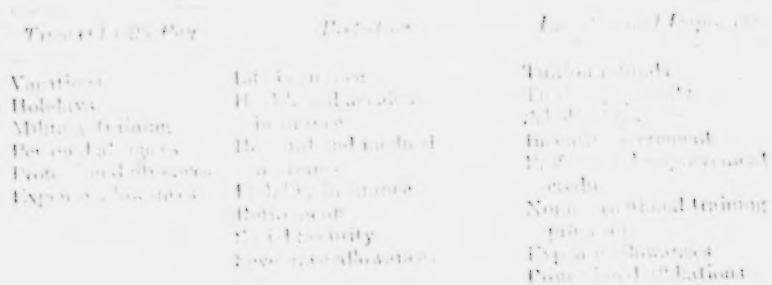
(1) Schedule planners can concentrate on the development of factors to be incorporated in the compensation structure before establishment of dollar values.
(2) Structural interrelationships can be understood more readily.
(3) The plan can be expanded to develop a comprehensive schedule for all personnel on the payroll.
(4) Dollar amounts can be altered without modifying established relationships for preparation and experience.
(5) School systems can make better use of funds available for allocation to the preparation and experience factors. Increments to the base salary in an index system are fixed percentages of that salary instead of fixed dollar amounts. (6)

Another form of the indexed schedule is the compound index. As in the simple index, selected percentages of the starting salary are added, but the rate of each incremental increase for preparation and experience is compounded. This type of schedule makes it possible to accelerate the rate at which teachers reach the maximum, and it rewards preparation and experience at a relatively greater rate than the simple index or conventional schedule. (6)

Collateral or "fringe" benefits as part of the reward system. Again, while the focus of this report is primarily on salary rewards for teaching personnel, the concept of "fringe benefits" should not be overlooked. Several types have been identified:

> Collateral benefits are direct or indirect forms of compensation, generally applying to all personnel, which do not require additional services to be performed beyond those required under the basic compensation structure. Nonsalary payments include extra payments to professional personnel for extra work, overtime payments to noncertificated personnel, and merit or incentive payment of any kind. Noneconomic benefits, sometimes referred to as psychic income, include a variety of satisfaction available to personnel, in addition to financial rewards, such as recognition, position security, latitude for initiative, appreciation, status symbols, privileges, authority and power, information, proper and pleasant physical facilities in which to work, absence of close supervision, and position compatability. (6)

The various kinds of collateral or "fringe" benefits are listed below: (6)



As a broad generalization, practice indicates that:

- Collateral benefits policies are generally kept separate from compensation policies.
- Certain benefits apply only to professional personnel; some apply only to noninstructional personnel; others apply to all school personnel.
- Certain benefits are governed by statute; others by board policy.
- Benefits are paid partially or fully by public funds, depending on board policy and/or state regulations. (6)

Collateral benefits, according to Castetter,"are related to but less important than the basic compensation paid to school personnel. Moreover, benefits which public school systems provide are not as comprehensive as those in business and industry. The benefit concept, however, has become firmly entrenched and must be viewed as an element in the total compensation plan." (6)

Tests for the evaluation of salaries. Several groups (40,41) have developed certain "tests" for the evaluation of salary policies and schedules. The N.E.A.'s, for example, is divided into two sections:

(1) The adequacy of the amounts scheduled and (2) the structure of the schedule in terms of desirable practices. The 10 tests are: (A) dollar amount of the minimum salary for the bachelor's degree, (B) dollar difference between the minimum and step 11 of the bachelor's degree class, (C) dollar amount of the salary for the master's degree class at step 11, (D) dollar difference between bachelor's and master's degree classes at step 11, (E) the amount of the maximum salary for the highest class not requiring an earned doctor's degree, (F) ratio of the minimum salary for the master's degree to the minimum for the bachelor's degree, (G) ratio of the amount for the master's degree at step 11 to the minimum for the bachelor's degree, (H) ratio of the maximum salary for six years of preparation to the minimum for the bachelor's degree, (I) increments in the master's degree class, and (J) recognition of any and all preparation beyond the bachelor's degree.

Assumptions underlying the single-salary schedule. At least seven assumptions have been identified which underlie the single salary schedules. (7) These are:

(1) Teaching all children in all subjects is of equal importance. Therefore, there should be no difference in the compensation a teacher receives, whether she teaches kindergarten or high school science, provided she meets certification standards.
(2) Teachers should be encouraged to teach the subject and level in which they are most interested and avoid seeking change merely because the salary is more attractive for teaching another subject or at another level.
(3) The more knowledge a teacher has, the more knowledge she is able to transmit to her class. The more professional training she has in courses, the better she becomes as a teacher.
(4) The longer a teacher teaches, the more her salary should be. This assumption varies considerably in practice, inasmuch as some salary schedules provide for ten steps, others fourteen, and still others twenty.... Related to this assumption is

is the idea that an employee's salary should be greatest when he needs it most; that is, when he has a household to support -- a heavy responsibility that usually reaches its peak after ten years of service.

(5) Salary schedules should be formulated so as to minimize frictions and dissatisfaction among teachers which would detract from their professional performance. The certified elementary school teacher does not believe that her work is less important than teaching high school students or that she should be paid less because of her level. Differences in salaries based on sex, need, influence, or other factors irrelevant to the teaching process are equally objectionable to teachers.

(6) Salary variations or special incentives are extrinsic, unnecessary and undesirable stimuli for the professional improvement of teachers. As professionals, teachers seek to improve because of their interest in children and their acceptance of professional obligations.

(7) From the administrative point of view, single-salary is desirable because of the ease with which it can be administered. A clerk who has little training can determine the class and step on the schedule upon which to place a teacher if he knows the number of units completed and the number of years taught. Individual bargaining and arguments are also minimized.

Shortcomings of the single-salary schedule. While both the AFT and the NEA support a salary schedule based upon preparation and teaching experience, a number of pressures have been felt within the past few years to expand the number of factors which make up the base of the single-salary schedule. This movement is based upon a number of shortcomings cited for the single-salary concept. (17):

(1) Unfortunately, the single-salary schedule frequently rewards "sticking it out" and accumulating pertinent and non-pertinent credits. From the businessman's point of view, it does not reward initiative, creativity, efficiency, enthusiasm, innovation, cooperation, ability, or improved teaching performance.

(2) The beginning step on most salary schedules is adequate for the experience and academic preparation of the novice. But most single-salary schedules are inadequate for the "career professional" who continually strives to be a better teacher.

(3) Many teachers are highly trained and capable specialists who resent the fact that their less capable colleagues are on the same salary schedule.

(4) Some men and women enter the profession in the middle years of life. Many have served a successful tenure in another field. How is it possible to justify a starting salary for them at the novice level because of the single-salary schedule?

(5) The single-salary schedule is unresponsive to the law of supply and demand in teaching skills. From time to time a teacher shortage has been acute in one field while another field has had a sizable oversupply. Thus the person who majors in physics with the intention of becoming a physics teacher may well find that he can earn two to three hundred dollars more in industry than he can in education.

(6) The public finds it difficult to understand and accept the single-salary concept in many situations. For example, two third grade teachers may be assigned next door to one another, one a beginning teacher with a $7,000 annual salary, the other an experienced teacher with a $14,000 annual salary. What is the difference in role expectations of these two individuals? Each teacher may have thirty children; each teacher follows the same curriculum; each teacher works the same number of hours; each teacher is expected to produce equally good results in learning. Why is it necessary to pay one teacher so much more than the other?

Eight identifiable salary approaches. According to Forsbalm, there are eight identifiable salary schedule approaches. (14) These are:

(1) Ability and performance - pay is accorded strictly on ability, as measured by predetermined criteria, and by performance, as measured by evaluation according to predetermined standards;
(2) Academic preparation - pay is determined solely by the formal institutional education the teacher has had;
(3) Rank - pay is attached to a rank or title regardless of other considerations of the post (as an associate professor);
(4) Merit - compensation is paid according to the merit of the services rendered, according to predetermined measurements based on clearly defined factors;
(5) Single figure - compensation is determined by one single figure of the work of a teacher on the basis of like pay for like work;
(6) Seniority - essentially the single figure plan except that longevity entitles one to higher compensation;
(7) Standard-Scale-plus-(later)-Bonus - the equivalent to industry's incentive plan;
(8) Education-Experience-Ability - modification of ability and performance with academic preparation and either with academic preparation and either merit system or the Single figure system.

Obviously, these "patterns" do not exist in equal proportions throughout the country. The most common approach, needless to say, is the one which actually is a misnomer: the so-called single-salary schedule. It was termed that originally to distinguish the dichotomies which existed in salaries of men and women, etc., as described above. Technically, it should be called the dual-salary schedule, for the factors which determine this pattern are: (1) years of teaching experience and (2) extent of college or university preparation. The basic changes being contemplated are toward expanding this dual base into a multi-factor salary determination, as will be described below.

PART II

EFFORTS TO CHANGE THE CURRENT REWARD SYSTEM

FOUR MECHANISTIC APPROACHES

Compensable Factor Method. In a series of articles (7) in Salary and Merit, Formhals presented what he has termed the compensable factor method, which identifies "the factors in a job situation which support the compensation, defines these factors, establishes a scale of values, applies the situation to the compensable factors, and the proper place in the predetermined range scale is located."

Since it is somewhat abstruse, it is better to have Formhals express the concept in his own terminology:

> - Mechanically, the following factors could be suggested as being valid for professional persons (with appropriate weights being arrived at by arrangements acceptable not only to the board, of course, but to the profession and the concerned public):
>
> GROUP I - RESPONSIBILITY
>
> Factors relating to responsibility: responsibility for the product (that is, what is actually taught to the student), responsibility for good will, responsibility for materials, responsibility for equipment, responsibility for money and property and supervisory responsibility.
>
> GROUP II - JOB CONDITIONS
>
> Factors relating to working conditions: adaptation period discomfort, accident hazard, health hazard, clothing spoilage, and social restrictions expected by the community.

GROUP III - EDUCATION AND SKILL

> Factors relating to education and skill: education, experience, ingenuity and initiative, versality, precision, dexterity and continuing or updating educational requirements.

GROUP IV - MENTAL AND PHYSICAL EFFORT

> Factors relating to mental and physical effort: judgment, concentration, perserverance, acuteness of senses, endurance, and strength.

Formhal's scale of values is described in the following manner:

> - Fiscally, when the total points have been determined a "raw" base of job value is established. It then becomes necessary to determine an equitable bracket in which all fractions within a certain cluster of points can be rounded out and a rate square assigned. This rate square would constitute the salary for that position. For example, if the point evaluation totals for six positions were 154, 165, 170, 196, 203, and 210, those between say 150 and 175 (the first three) might be assigned an annual rate of $12,000, those between 176 and 205 (the next two), a rate of $13,000 and those over 206 (the last one), a rate of $14,000. The functioning of determining the cluster limits is called "squaring," and is a management function; -- that of determining the position classes. The attaching to the classes of a dollar rate is called "pricing"....when the true value of a position is fixed, there is no need for -- or indeed no rationale or place for increments or even tracks.... This system...does not require evaluation of teacher performance as the job is rated, not the person.

Unfortunately, the problem which Formhals makes little of is the subjectivity in rating the jobs on the basis of his four factors. That is, to judge such things as one's degree of "responsibility for good will," "precision," "dexterity," "acuteness of senses" and "strength" opens up a whole new series of skills which seemingly would call for the judgment of a Jehovah or someone almost as omniscient.

Management Criteria. Similarly, Brown, in a series in Salary and Merit (1) presented what he termed "management criteria for management salaries." While the concept has been developed primarily for administrative salaries, the approach has implications for teaching salaries as well. His eight basic criteria are:

(1) Educational level desirable
(2) Experience level required
(3) Pupil responsibility
(4) Scope of responsibility and impact of judgment
(5) Autonomy of operation
(6) Interpersonnel relations and tension level
(7) Level of fiscal and/or confidential data responsibility
(8) Scope of supervision

Each of his eight categories are divided further into descriptive terms; one example should suffice:

(6) Interpersonal Relations and Tension Level
  (a) Frequent internal contacts. Must employ tact to obtain results. Limited exposure to interpersonal conflict because of decisions made.
  (b) Outside and inside relationships, carrying out the objectives of the enterprise, have far reaching effects. Potential for regular interpersonal conflict situations, but few of extreme degree.
  (c) Outside and inside relationships requiring finesse, judgment and ability to meet varying situations with persons at many levels of influence. High level of concentration required but less exposure to interpersonal conflict situations.
  (d) High level outside and inside relationships requiring negotiations on plans and programs, calling for extreme finesse and judgment; time and strategy vital. Makes major contacts essential for the effective continuance of the enterprise. Potential for frequent and extreme interpersonal conflict situations. Frequent public appearances.

Again, in Brown's own words:

> - We then distributed the 32 criteria descriptive terms over a five-rank scale from most important to least important. A numerical weighting system was applied to the mean rankings developed from the individual judgments of all administrators, and points were assigned to each of the descriptive levels of each of the eight criteria, e.g.,

Management Level	Point Range
VI	1601 -
V	1451 - 1600
IV	1301 - 1450
III	1151 - 1300
II	1001 - 1150
I	851 - 1000

This is what was arrived at:

Superintendent - VI
Deputy Superintendent - IV
Assistant Superintendent, Business Services - IV
High School Principal - IV
Junior High School Principal - III
Elementary Principal - II or III (depending on size of school)
High School Vice Principal - II

And this:

Level	Step 1	Step 2	Step 3
VI	$22,500	$23,250	$24,000
V	20,500	21,250	22,000
IV	18,500	19,250	20,000
III	16,500	17,250	18,000
II	14,500	15,250	16,000
I	12,500	13,250	14,000

Linear programming model. The primary proponent of the "linear programming model" to date has been James E. Bruno (4,5,6,) of UCLA. Bruno has produced several papers in which he explained his rather elaborate statistical model which it is claimed would:

(1) Include all factors considered important by teacher groups, school boards, PTA, etc., (2) permit salary overlaps between the established salary hierarchies in the district, (3) consider the limits placed upon school district resources, and (4) give the school district the important flexibility of reflecting its priorities and objectives by means of the salary schedule.

The model considers a set of nine factors in the determination of salary. The factors, although arbitrary, are considered for illustrative purposes:

(1) The type of area in which the school is located, e.g., the relative difficulty of the situation.
(2) The subject matter area being taught, in terms of demand compared to available supply of teachers.
(3) Supervisory responsibilities of the personnel.
(4) The highest academic degree attained at the time of the evaluation.
(5) The total work experience in the district, plus years worked in previous districts.
(6) Special distinctions or awards.
(7) The number of college semester hours completed beyond the highest degree attained.
(8) The number of in-service hours obtained per year in programs of professional development.
(9) The relative additional workload corresponding to the individual's job classifications with the organization.

According to Bruno, the above factors are not considered complete. Depending upon the objectives of the district and agreements with unions, PTA groups, a school board, etc., other factors might also be considered. There is virtually no limit to the number which might be considered.

Two additional points are significant:

- Once the factors, their characteristics, and the relative ratings of the characteristics are specified, it is possible to describe each function

in the organizational hierarchy by means of two equations; one equation represents the theoretically highest qualified person for the function and hence the highest salary, and the other equation represents the theoretically lowest qualifications, hence the lowest salary in that function.

- To determine an individual salary, the administrator multiplies the relative weight for the particular characteristic possessed by the individual times the factor weight calculated from the model and sums for each factor.

The chart shown on the following page should illustrate clearly the factors and their respective weights.

Establishing the base. L. K. Brubaker, Superintendent of the Cabrillo Unified District in California has described (2,3) an elaborate mechanistic approach to establishing the base for teachers' salaries. Again, it is explained best in his own words:

- There are several components we have used in establishing a sensible base for teachers' salaries. They are as follows: How does pay for a beginning teacher without experience, with a bachelor's degree, compare with other college graduates' pay who have similar attainment and experience? To know this we had to obtain information as to what college graduates in other fields were being paid for a comparable period of working time. This meant we must obtain a reliable source of data on salaries for college graduates. It also meant we had to establish a common time factor for both teachers and other college graduates. Any significant differences in graduation or curriculum requirements would have to be recognized and accounted for in the design. The field or area from which recruits were drawn must be recognized in the plan. This factor of employment area also required that significant differences in cost of living, which affects beginning salaries, must be adequately recognized in the salary plan.

(continued on next page)

Once the above factors could be established and reduced to a workable formula for a beginning salary, a scale of salary figures for advanced preparation and service could be constructed. (continued on next page)

Bruno's conceptual chart

Factor	*Variables*	*Relative weight and characteristics*	*Number of employees possessing this characteristic*	*Weighted total for each characteristic*
Learning environment	x_1	3 Difficult	220	660
		2 Medium	1160	2332
		1 Easy	0	0
				2992
Subject matter or special skills	x_2	3 High Priority	236	708
		2 Medium	1015	2030
		1 Low Priority	135	135
				2873
Supervisory responsibility	x_3	7 Single total district wide	1	7
		6 District wide	5	30
		5 Single total school wide	5	25
		4 School wide	25	100
		3 Department wide	90	270
		2 Class wide	1200	2400
		1 Student	60	60
				2892
Highest academic degree attained	x_4	5 Ph.D. or Ed.D.	20	100
		4 MA	120	480
		3 M.Ed	1100	3300
		2 BA	1100	2200
		1 AA	46	46
				6126
Work experience	x_5	7 12 - years	16	112
		6 10 - 12 years	100	600
		5 8 - 10 years	300	1500
		4 6 - 8 years	400	1600
		3 4 - 6 years	500	1500
		2 2 - 4 years	50	100
		1 0 - 2 years	20	20
				5432
Special awards and distinctions	x_6	2 with	36	72
	x_6	1 without	1350	1350
				1422
College credits completed in addition to degree	x_7	5 28 - units	600	3000
		4 22 - 28 units	500	2000
		3 15 - 21 units	200	600
		2 8 - 14 units	50	100
		1 0 - 7 units	36	36
				5736
In-service units completed	x_8	5 41 -	600	3000
		4 31 - 40	500	2000
		3 21 - 30	100	300
		2 11 - 20	56	112
		1 0 - 10	30	30
				5842
Relative additional workload in the hierarchy	x_9	5 District wide	6	30
		4 School wide	30	120
		3 Department wide	90	270
		2 Class wide	1200	2400
		1 Student	60	60
				2880

- It is at this point we equate the contract salary at base 1.00 with that of college graduates in other fields who work for a period of twelve months, as compared to a teacher who renders services for a period of nine to ten months.
- The procedure developed was to establish and recognize the basic contract period in which the teacher is under obligation to the district as a period of forty-one weeks,... This being the case, the base contract for a teacher was established as 41/52 of a 12 months' salary. Thus the adjusted monthly median salary, multiplied by 12 and again by the factor 41/52 (78.85), produces the contract figure for a beginning teacher with a bachelor's degree. By our formula this figure at base 1.00 for 1970/71 is $7,114.
- Each year the formula will be reapplied with new data and a new contract figure determined for base 1.00. For those teachers entering the district with prior experience and advanced training, adjustments will be made to recognize these factors.
- Beginning at base 1.00 our district has constructed a ratio scale both up and down. The ratio intervals upward from 1.00 are in increments of .03 (3%) and go to 2.05. Those below 1.00 begin at .51 and provide a ladder for the teacher assistant who has various amounts of education and preparation.

It is highly likely that these four approaches will be attempted to some degree over the next few years as school boards attempt to depart from the traditional salary bases. In addition, the more familiar attempts to achieve that same goal are along the lines described below: differentiated staff (in which the basic salary factor is the "level of responsibility") and merit pay (in which the basic salary factor is either the "level of competency" or the "end product or results").

DIFFERENTIATED STAFFING

The Concept. The most widely used definition of differentiated staffing has been the following: "A division and extension of the role of the teacher through the creation of a hierachy with job responsibilities that are commensurate with the range of pay." (36)

Its purpose has been designated as establishing a variety of categories of personnel assigned "in terms of training, competence, career goals, and the difficulty of tasks." (19) Increased levels of responsibility and status are designated to accompany increases in compensation.

The argument has been presented that "the 'merit' pay approach is subsumed in that teachers are paid differently for assuming different responsibilities, as compared to being paid differently because they were assumed to be performing similar tasks at different levels of quality." (19)

One cannot easily generalize about differentiated staffing for the models vary widely. English has identified at least a dozen, some indications of ideas to be developed and others full blown plans. (37) The models he identified are divided into three types, depending on whether they refine present notions of staffing, whether they reform to some extent staff relationships, or whether they depart from tradition and therefore would be classified as "revolutionary." (37) In addition, emphases differ: some emphasize organizational restructuring while others may emphasize the teaching component, the learning component, or the

curriculum component. (19) No matter how the specific emphases vary, the overall concept is based upon the assumption that if the range of salaries (based upon responsibility levels) for teachers becomes greater, more people will be encouraged to stay in some form of classroom teaching and the profession, therefore, will have more stability and stature.

This, in fact, has been one of the primary purposes of the differentiated staffing movement in a number of states. Florida, for example, in its "feasibility study," had the following statement as one of its objectives:

> - to attract and hold talented teaching personnel in the profession by providing the opportunity for competent teachers to achieve professional status and compensation with their skills, experiences, and responsibilities. (43)

Massachusetts also has been thinking along similar lines. (58) For example, among other recommendations of the Massachusetts study was the proposal for differentiated levels of licenses aimed at rewarding competence.

In writing about the proposal, one of the Massachusetts state legislators has stated that, "The problem is not identifying a good teacher. The problem is whether the various power structures and special interest groups within and without the profession will allow the selection." (45) Would it were that simple. The quotation, nevertheless, establishes the political -- and financial -- nature of this issue.

The clearest illustration of this concern is in the now famous "Stretching the School Salary," report of the Citizens League of Minneapolis. (80)

> - Two central goals of this report -- to improve the allocation of the tax dollar and to increase the productivity of the teacher -- reinforce each other and lead to our major recommendation: Differentiate the teaching assignment and the compensation schedule.

One of the major recommendations of the Citizens League Report is so relevant that it can only be reported in its entirety:

> - Compensation -- Establish a differentiated staffing plan for the instructional staff in the public schools, by which personnel are classified according to their different jobs and levels of responsibility and compensated accordingly. Establish a systematic method of evaluating the performance of personnel in various types of jobs to provide an acceptable basis for determining promotions and for granting tenure according to the caliber of performance. After establishing of differentiated staffing, use the techniques of supervision and evaluation which were developed for the differentiated plan to determine the extent to which -- within a given job classification -- some compensation can be based on caliber of performance.

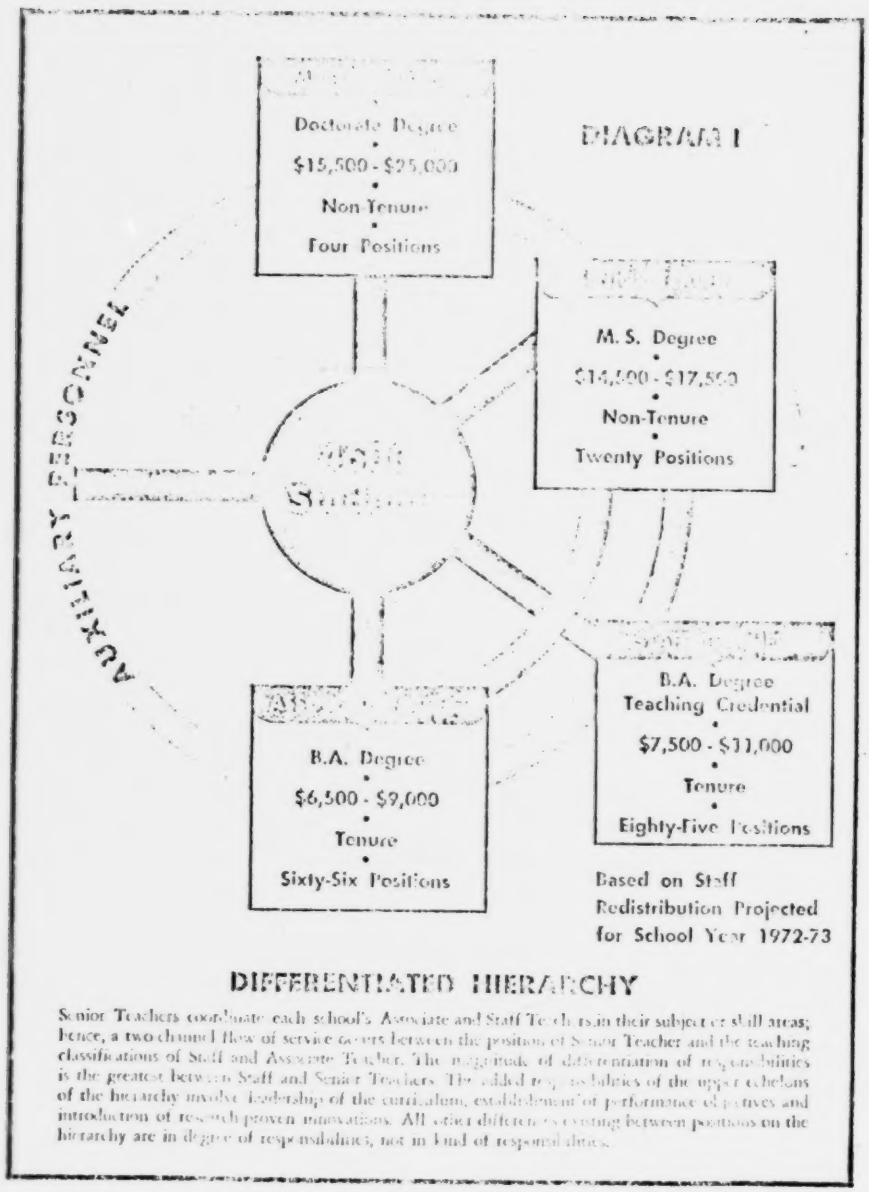
As one can see, differentiated staffing has been bestowed with many purposes during its relatively brief lifetime. It has been offered as a recruitment, selection, credentialing, training and retraining, division of labor, promotion, and remuneration strategy. Certainly not the least important aspect -- and from the point of view of most teachers involved in it, often the most important aspect -- is remuneration.

Debloois makes this point very explicit in his conceptual model. (20)

- Vertical differentiation of assignment requires people be assigned different amounts of authority and responsibility, in hierarchal fashion, and receive different salaries as a function of the different responsibilities they must carry.
- Differentiated salaries without differentiated responsibilities is antithetical to the concept of using school personnel more effectively.
- A more complex formula than the simple single-salary schedule is required if teaching talent is to be properly motivated and used more effectively.
- Remuneration must be tied to the type of responsibility and the amount of responsibility one carries, his performance on the job, and certain inborn characteristics which increases the quality of his performance.
- The salary a person receives should be determined by combinations of the following variables as dictated by the goals of a school system.

  $ = The amount of responsibility carried.
  $ = The type of responsibility carried.
  $ = The nature of one's expertise.
  $ = One's natural talents.
  $ = The degree held (number of college credits).
  $ = The amount of previous experience (seniority).
  $ = One's ability to fulfill performance criteria.
  $ = Performance of one's students (pre- and post-measure).
  $ = Evaluation by superiors.
  $ = Evaluation by peers.
  $ = Evaluation by students.
  $ = Evaluation by self.
  $ = Number of extra curricular assignments.
  $ = One's desire to receive non-salary remuneration (free time, special assignments, etc.).

The reward systems. Much has been written about the Temple City model. An initial publication from Temple City included the following chart of salary projections for 1972-73: (64)


Doctorate Degree
$15,500 - $25,000
Non Tenure
Four Positions
DIAGRAM I
M. S. Degree
$14,500 - $17,500
Non-Tenure
Twenty Positions
B.A. Degree
Teaching Credential
$7,500 - $11,000
Tenure
Eighty-Five Positions
B.A. Degree
$6,500 - $9,000
Tenure
Sixty-Six Positions
Based on Staff
Redistribution Projected
for School Year 1972-73
DIFFERENTIATED HIERARCHY
Senior Teachers coordinate each school's Associate and Staff Teachers in their subject or skill areas; hence, a two channel flow of service occurs between the positions of Senior Teacher and the teaching classifications of Staff and Associate Teacher. The magnitude of differentiation of responsibilities is the greatest between Staff and Senior Teachers. The added responsibilities of the upper echelons of the hierarchy involve leadership of the curriculum, establishment of performance objectives and introduction of research-proven innovations. All other differences existing between positions on the hierarchy are in degree of responsibilities, not in kind of responsibilities.

The chart above has been re-drawn into what surely is the most famous ladder in contempary American education.

TEMPLE CITY LADDER

			NON-TENURE
		NON-TENURE	MASTER TEACHER (DOCTORATE OR EQUIVALENT)
	TENURE	SENIOR TEACHER (M.S. OR EQUIVALENT)	
TENURE	STAFF TEACHER (B.A. DEGREE AND CALIF. CREDENTIAL)		
ASSOCIATE TEACHER (A.B. OR INTERN)			
* 100% TEACHING	100% TEACHING RESPONSIBILITIES	3/5'S STAFF TEACHING RESPONSIBILITIES	2/5'S STAFF TEACHING RESPONSIBILITIES
$6,500 - 9,000	10 MONTHS $7,500 - 11,000	10-11 MONTHS $14,500 - 17,500	12 MONTHS $15,646 -25,000
ACADEMIC ASSISTANTS A.A. DEGREE OR EQUIVALENT $6,000-7,500			
EDUCATIONAL TECHNICIANS $4,000-7,500			
CLERKS $5,000-7,500			

* Teaching responsibilities are denoted on a flexible schedule rather than a traditional schedule. Thus it will be possible for a teacher to instruct as many, if not more, students per week even though the actual time interval may be reduced.

A more recent comparison by English scaled the projected salaries somewhat differently: (39)

School Year 1972-73

Master T	2@ $22,668
	2@ $20,336
	2@ $18,004
Senior T	6@ $18,000
	2@ $17,500
	3@ $16,500
Staff T	70@ $11,760
	12@ $ 9,750
	10@ $ 9,125
	10@ $ 8,500
Associate T	4@ $11,760
	20@ $ 9,000
	11@ $ 7,500

Note: In Educational Manpower, English reviews the early Temple City debate on whether the traditional salary schedule would be factored to provide pay ranges or whether separate schedules would be established. He reported the following agreements:

- Two salary schedules will be developed, one which is commensurate with a given set of job responsibilities, the other the traditional salary schedule. Teachers in the district may have the option of remaining on the old schedule or moving to the differentiated salary schedules. All new teachers must be hired on the differentiated salary schedules.
- Once a teacher is hired on the differentiated salary schedules, he may not be moved to the traditional schedule.
- Movement is not automatic on salary schedules beyond the staff level. Movement is the result of successful evaluation of one's services by one's peers. (39)

Two additional relevant items from the publication on the Temple City story should be noted: (64)

- The advanced teaching positions of differentiated staffing can be afforded only by a dispersement of a specific percentage of teachers into Staff and Associate Teacher positions.

- Teachers that choose to convert (to the differentiated schedule) will be advanced on the schedule faster than they would normally over the short term. The differentiated schedule, however, has a lower salary ceiling. Proximity to retirement and confidence of ability to be promoted to the higher teaching ranks are two factors that teachers weigh when considering the short term advantages of conversion and the long term implications of standing pat.

Postscript: This writer recently received a copy of a memorandum from Temple City on "Associate Teacher/Staff Teacher Job Differentiation." The memo included written comments on the set of performance standards recently proposed by the Temple City Educational Association's Professional Relations Committee. The remarks were submitted anonymously and included a number of significant insights, for example, a typical reaction was:

> "I cannot see the fine line that has been drawn between Associate and Staff Teachers. The pay and pay scale is certainly different, but as a professional I cannot see how I could perform my duties as an Associate Teacher without undertaking most of the responsibilities of a Staff Teacher."

In addition, only one master teacher to date has been hired in Temple City and in that case it is not altogether clear whether the role he is playing has made him a "master teacher" or a "minor administrator." The 1970 salary schedule for three of the categories * in Temple City are as follows:

Master Teacher (11 months)	Senior Teacher (11 months)	Associate Teacher fully credentialed
1-$17,500	1-$14,157	1-$7,539
2- 18,641	2- 15,055	2- 7,857
3- 19,782	3- 15,943	3- 8,175
4- 20,023	4- 16,831	4- 8,493
5- 22,065	5- 17,716	5- 8,811
		6- 9,129
		7- 9,447
		8- 9,977

*Staff teacher: data not given

Not all of the rewarded structures for differentiated staffing have been conceived in such detail. For example, the Montgomery County (Maryland) proposed plan for U.S.O.E. funding suggested the following schedule related to levels of responsibility: (22)

Teacher Role	Maximum
Intern	$ 7,314
Assistant in teacher education	14,007
Associate in teacher education	14,559

Although the plan has not been implemented, it is not clear how the roles of assistant and associate would differ and why the differential is no larger than $552.

Kansas City, Missouri over the past two years has undertaken two projects with a varying degree of success/failure. The salary structure (in 1968-69) was given as follows: (44)

Mary Harmon Weeks Elementary School -		
2 Coordinating instructors	@$12,155 =	$24,310
7 Senior instructors	@ 9,207 =	64,449
11 Instructors	@ 8,360 =	92,070
4 Associate instructors *	@ 3,900 =	15,600
4 Interns ($2,00 per semester)	@ 4,000 =	16,000

Martin Luther King Junior High School -		
2 Coordinating instructors	@$12,155 =	$ 24,310
7 Senior instructors	@ 9,206 =	64,440
31 Instructors	@ 8,640 =	267,840
8 Associate instructors *	@ 3,900 =	31,200
2 Special education instructors	@ 8,370 =	16,740

(* Described as part-time teachers, although they are listed for a 5-1/2 hour school day for 40 weeks per year.)

The Kansas City hierarchy is typical of most models in that other elements are considered in the job descriptions. The following pattern illustrates the variabilities of responsibility, degree requirements, tenure, work day, and work year, as well as salaries: (27)

Coordinating instructor: teaches demonstration classes and does some scheduled teaching. Coordinates activities with a broad segment of the curriculum. Evaluates the total program from this segment of the curriculum and suggests a course of action. Supervises the ordering and distribution of supplies, materials, and equipment. Has responsibility in assessing community needs. Investigates and initiates curriculum innovation. Evaluates and selects new curricular materials. Is responsible to principal. Minimum of master's degree. Tenured as an instructor. Longer-than-usual work day (8 a.m. to 4:30 p.m.); 44 weeks per year. Salary: $12,892 to $15,983.

Senior Instructor: serves as a team leader. Participates on the team as a full-time teacher. Is a member of the school's instructional council (which also includes principal and coordinating instructor). Diagnoses and prescribes for the needs of the individual children in his team. Supervises training of student teachers. Exerts leadership in a subject field (in junior high). Plans and schedules daily and long-range activities, is responsible to the coordinating instructor. Minimum of a bachelor's degree. Longer-than-usual work day (8 a.m. to 4:30 p.m.). Work year: 40 weeks. Salary: $7,260 (minimum with an A.B.) to $14,316.50 (maximum with a doctorate), or about a 10% differential over the instructor's salary schedule. Tenured as an instructor.

Instructor: participates on team as a full-time teacher. Works with individuals and small groups in enrichment and developmental activities. Responsible for large-group presentations in his field of specialization. Takes part in innovational activities. Aids pupils in selecting adequate materials. Follows plans as scheduled. Is responsible to the senior instructor of his team. Minimum of a bachelor's degree. Regular workday (8 a.m. to 3:30 p.m.); 40 weeks per year. Salary: $6,600 (minimum with an A.B.) to $13,015 (maximum with a doctorate). Tenure.

Associate Instructor: part-time teacher (usually former teacher desiring only to work part-time). Participates in teaching as assigned by senior instructor. Uses plans and schedules developed by the team. Responsible to the senior instructor. A.B. degree. Works 5½-hour school day, 40 weeks per year. Salary: $3,960 to $5,064 (for master's or bachelor's plus 36). No tenure.

Student Teacher: college senior or graduate student involved in student teaching. Observes and teaches under direction of senior instructor. Non-salaried.

Intern: serves full-time for a semester under direction of coordinating instructor, following course prescribed by college adviser. Salary: $2,000.

Teacher Aide: full-time or part-time. Does clerical duties as assigned by instructors. Supervises movement of children. Takes daily attendance. Prepares orders for instructional materials and supplies. Sets up and operates machines as required. Is responsible to coordinating instructor, senior instructor, and instructors as assigned. Requirement: high school diploma (some college work desirable). Salary: an hourly range from $2 to $2.25, depending upon extent of schooling.

The U.S.O.E. has established several conditions essential to a viable differentiated staffing structure:

(1) No unit will be differentiated smaller than an entire school.
(2) The maximum salary of the highest paid teacher is at least double the maximum salary of the lowest category of professional personnel.
(3) All of the instructional staff spend at least 25 percent of their time in direct contact with students.
(4) All instructional staff in the unit designated as operationally differentiated is on the differentiated salary schedule.
(5) The differentiation of roles of the instructional staff as well as the selection criteria for those roles is clearly delineated. (77)

The U.S.O.E. funded projects are striving to meet these goals, although in the initial proposal and planning stages, many school districts have not determined the specific differentiated pay pattern. For example, Portland, Oregon has identified the positions of curriculum associates and team leaders and have established the following guidelines for their salaries: (31)

Curriculum associates --

- The curriculum associate's salary will be based upon his placement on the teachers' schedule.
- He will receive an extended responsibility stipend.
- He will receive a stipend for supervising intern teachers.

Team leaders --

- The team leader's salary will be based upon his placement on the teachers' schedule.
- He will receive an extended responsibility stipend.

In nearby Beaverton, Oregon, the salary range and period of employment have been spelled out with greater specificity for the Mountain View School (1970 data): (30)

Instructional coordinator	$12,464-$16,464	12 months
Methods specialist	$10,500-$15,500	210 days
Master teacher	To be determined	As per staff teacher contract
Team leader	Staff teachers' schedule	As per staff teacher contract
Staff teacher	Regular schedule plus a percentage increment to be determined by staff based on responsibility level.	As per staff teacher contract
Associate Teacher	Regular schedule with maximum step 2 at the Master's (degree) level.	As per staff teacher contract
Intern teacher	45% of beginning salary.	As per staff teacher contract
Business Asst. (paraprof.)	$2.50-$3.50 per hour.	5-7 hours, 190 days
Production, AV specialist (paraprof.)	$2.50-$3.50 per hour.	As per teacher contract
Community resource coord. (paraprof.)	$2.50-$3.50 per hour.	As per teacher contract
Independent study facilitator (paraprof.)	$2.50-$3.50 per hour.	As per teacher contract
Paraprofs.: clerical aide	$1.50-$3.50 per hour.	As per teacher contract
classroom aide	$1.50-$3.50 per hour.	As per teacher contract
classroom asst.	$2.00-$3.50 per hour.	As per teacher contract
resource spec.	Subject to current hourly wage of the area.	As needed

Similarly in the Cherry Creek Schools of Metropolitan Denver, much detail apparently has been put into the planning model. (28) "The objective of its program has been described as an attempt to develop new personnel designs which will provide the vehicle for modifying the present single-salary concept which currently thwarts any real educational progress."

The claim is made that their plan is a differentiation of:

- Complementary yet divergent subject matter competencies.
- Complementary yet divergent methodological competencies.
- Professional and nonprofessional manning.
- Levels of certification, some certified -- some not certified.
- Salary, prestige and promotional levels.
- The same total instructional personnel dollar resources but allocated in a different manner.

For its program to be considered differentiated, they have established the following criteria:

- Same dollar resources must be differentiated.
- The reward system must be differentiated.
- Roles to be performed must be differentiated.
- Trainor and trainee roles must be differentiated.
- Professional and nonprofessional roles must be differentiated.
- Subject matter and methodological competencies must be differentiated.

The following description is significant of their compensation philosophy:

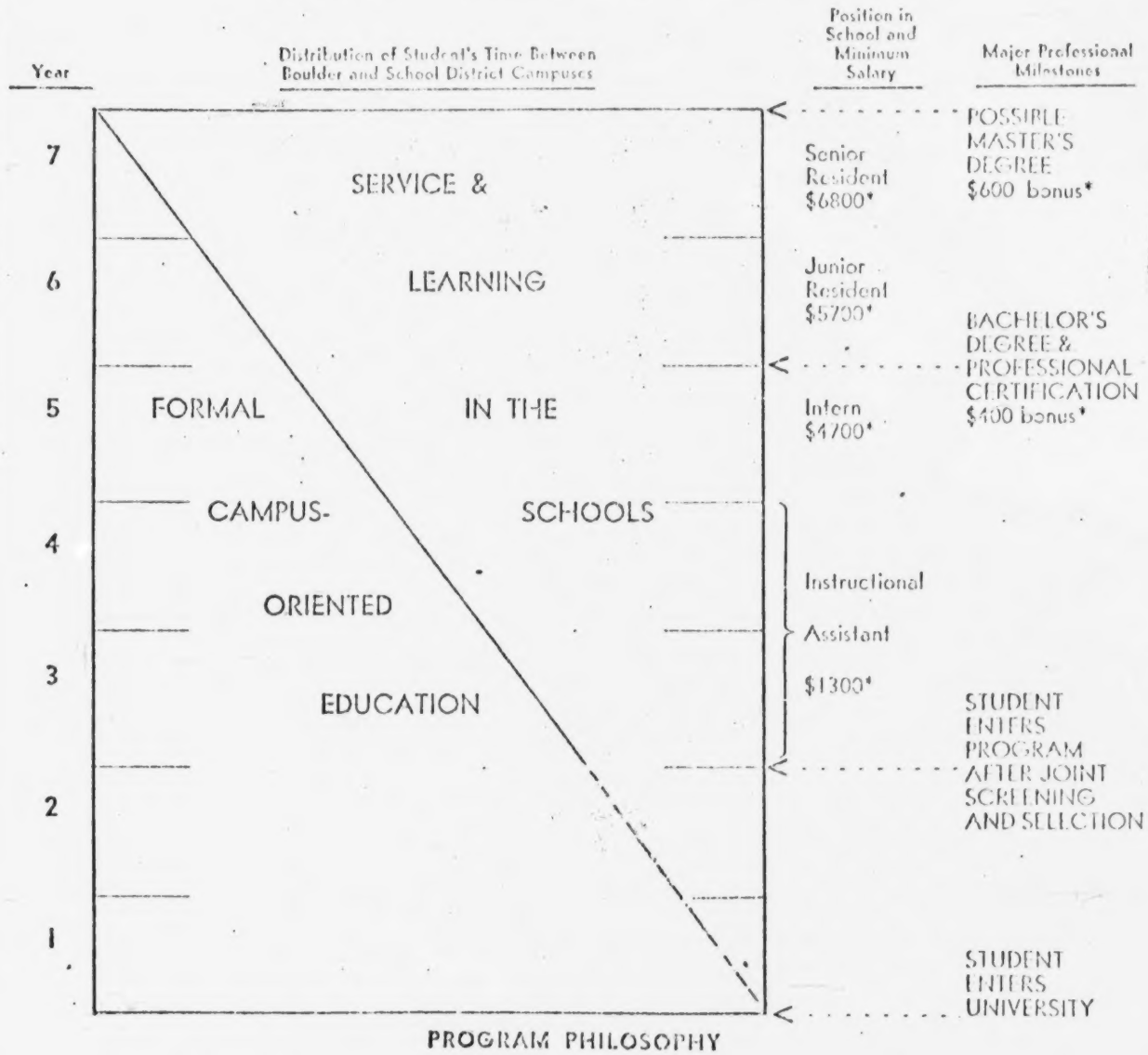
> Compensation for level one (team leader) for school year 1969-1970 is open-ended somewhere between normal salary schedule placement (minimum) and the maximum amount on the salary schedule. Exact placement was negotiated directly between the Team Leader and the building Principal and the Superintendent. In practice, the range of team leader pay above normal placement currently is from $866 to $2,003. Beginning school year 1970-1971, building plans developed by building staffs will be referred to the Superintendent for personal design approval and to the CCTA-PNC for negotiations of the salary for any position approved by the Superintendent for differentiated reward.

Superintendent Pino summarized the philosophy as follows:

> New ways must be found to pay worthy teachers more than they ever dreamed of making. The idea of merit pay, that is, paying teacher 'A' more than teacher 'B' for assuming the same tasks and responsibilities has failed to provide us with a satisfactory answer. The

solution on the immediate horizon which seems to hold enough promise* for further exploration is differentiated staffing which can be perhaps most simply described as paying teacher 'A' more than teacher 'B' based on the quality assumption of *differing* tasks and responsibilities. We should join together to probe this possibility more thoroughly.

THE UNIVERSITY OF COLORADO - CHERRY CREEK SCHOOLS
TEACHER EDUCATION PROGRAM



PROGRAM PHILOSOPHY

. . . Strong basic academic preparation . . . Sound preparation in pedagogy . . . Progressive transition from campus-oriented education to service and learning in the school and community environment . . . Realistic merging of education theory with practice.

* Exact salary level subject to final approval by local Boards of Education.

In addition, the following items from the Cherry Creek proposals indicate the nature of the project reward system: (28)

Walnut Hills Plan	
Team Leader	$10,000
Senior Resident	8,000
Junior Resident	7,500
Practicum	7,000
Intern	3,000
Intern Asst.	1,500
Teacher Aide	1,600
Suggested Model #4	
1 Professor	$14,000
1 Asst. Professor	9,000
1 Lecturer	6,850
1 Intern	4,000
1 Team Aide	2,500
2 University Assts.	1,500
Suggested Model #2	
3 Teachers @$9,000	$27,000
1 Intern	4,000
1 Instructional Aide	2,500
2 Lay Readers	2,000
1 Student Clerk	500
Suggested Model (Interdisciplinary Sec.)	
1 Social Studies Teacher	$ 9,000
1 Social Studies Intern	4,000
1 English Teacher	9,000
1 English Intern	4,000
1 Fine Arts Teacher	9,000
2 Fine Arts Interns	8,000
4 Instructional Aides	10,000
4 Student Clerks	2,000
Suggested Model (Physical Ed., Sec.)	
1 Senior Teacher	$ 9,000
3 Interns	12,000
2 Instructional Aides	5,000
1 Equipment Aide	500
Possible suggested salary schedule (range)	
Program Orchestrators	$13,000 - $18,000
Senior Implementors	10,500 - 15,000
Junior Implementors	8,500 - 10,000
Implementor Trainee	7,200 - 8,000

There have been many other illustrations of this concept, although the above descriptions are illustrative of some of the more typical models being conceived. One model which has not received as much attention as some of the others has been fashioned in New York City by the cooperative efforts of the United Federation of Teachers (AFT, Local #2) and New York University. (16) The reward structure shown in the chart on the following page, meets the salary guidelines suggested by the U.S.O.E., although it should be noted that the salary is projected to an 11-12 month period and is based upon the contractual arrangement for salaries of New York City teachers, i.e., from the B.A. 1-2 years' experience range to the M.A. + 30, 5 years' experience range. (See chart on the following page.)

Four additional cities in which varieties of differentiated staffing are being explored and/or implemented are:

Fallbrook Union High School, Fallbrook, California
(Differentiated pay for division chairmen ranges from $500 to $750.)

Greenwich Public Schools, Greenwich, Connecticut
(The senior teachers receive their basic salary plus $400; the team leaders, teacher leaders, and teaching assistant principals receive their basic salary plus $700.)

Weston Public Schools, Weston, Massachusetts
(Team leader , approximately a $1,200 pay differential, four staff teachers, one teacher aide, one student teacher, and one assistant teacher.)

Neil A. Armstrong Senior High School, Robbinsdale, Minn.
(The initiative and momentum for the plan was provided by the local teacher's union. The plan, in the words of the union teachers who are implementing it, establishes a staff pattern of "teachers who do teaching, teacher assistants and interns, teacher aides, and a team leader, who is paid no more, to give instruction and direction to the aide and clerical staff. It is a horizontal plan, a plan the union helped to write.") (81)

				ADJUNCT PROFESSOR
			COORDINATING-CLUSTER TEACHER	
		STAFF TEACHER		
	PROBATIONARY TEACHER			
INTERN TEACHER				
	B.A. 1-2 yrs. exp.	B.A. 3 yrs. exp.	M.A. 4 yrs. exp.	M.A. + 30 hours 5 yrs. exp.
10 months $7,950	10 months $7,950-$12,000	10 months $9,350-$15,500	10-11 months $14,116-$17,110	11-12 months $15,806-$20,666

U.F.T./N.Y.U. model
- New York City -

"The Hawaii Plan." One of the most comprehensive differentiated pay proposals has been designed by a California based "think tank," the National Education Planning Associates. (46) It was designed for possible use in Hawaii, although it has not been implemented there yet. It is called, "The Hawaii Plan: Design for a Comprehensive Personnel Plan and System." While it includes features on career development, only the key items relevant to compensation will be discussed. It is presented in some detail here for it is felt that this design, or one similar to it, will be the topic of many negotiating sessions in the months to come.

The major principles of the plan are as follows:

(1) No difference in classification level or compensation would be based on the level or type of school where the teacher is assigned.
(2) No difference in classification level or compensation would be based on the subjects taught.
(3) Positions with similar type roles, responsibilities and accountability, would be grouped in the same classification with the same responsibility level compensation.
(4) Classification distinctions would be "based on differences in the comparative level of responsibility and leadership between positions as measured by the role and accountability of staff in relation to students, parents, the community, colleagues, and the teaching profession."
(5) Classification titles would be "as descriptive as possible of the kind and level of work and, as necessary, of the location of the assignment within the school system."
(6) Qualifications of staff "as measured by achievement of specified levels of academic training and also by participation in and achievement within a special Departmental Career Training Program" would be considered "as important factors in placement of positions on the Career Compensation Plan but not as factors in the actual classification of positions."

(7) "Payment of an increased compensation to staff annually throughout a teaching career (with the annual increase based upon satisfactory performance and demonstrated continuing learning-training-preparation as a teacher)" would be a means of encouraging a career status for teachers.

(8) Any instructional staff member would have "the right to appeal the classification (Responsibility Level) of his position, the academic credit category to which he is assigned in the Compensation Plan based upon earned degrees and post graduate training, the requirements for or awarding of Career Training Components under the Plan, and any related classification or salary matter."

In short, the plan would consist of classes of positions with each class designated as a Responsibility Level that reflects "the nature, difficulty and scope of responsibility, leadership, and accountability of the positions in the classification." The "role definitions," for each classification are:

> (1) the basic role and responsibility of positions in the class, (2) detailed accountability factors and obligations to students, parents, the community, colleagues, and the profession, (3) training and experience requirements, (4) work schedule time factors, (5) career development opportunities in the instructional area, (6) special career training requirements, and (7) compensation differentials associated with the class.

And the <u>main characteristics for compensation</u> are:

> (1) Career Unit Increments that are the basis for all compensation paid to instructional staff, (2) Responsibility Level differentials, (3) increments for years of service, (4) advances to higher pay categories for academic credits and advanced degrees, (5) special compensation for Career Training Components accomplishments, and (6) other pay differentials for various specifically defined working conditions, extra work, or extended work schedules.

The responsibility levels would be as listed below:

RESPONSIBILITY LEVEL I

Full-Time Teachers

1. Teacher - Elementary School
2. Teacher - Secondary School
3. Teacher - Special Education
4. Teacher - Special Assignments

Instructional Support Specialists

5. Teacher - School Librarian
6. Teacher - Counselor
7. Teacher - Diagnostician
8. Teacher - Psychological Examiner
9. Teacher - Speech and Hearing Specialist
10. Teacher - Media Specialist

RESPONSIBILITY LEVELS II, III, AND IV

Instructional Leadership Classifications

11. Teacher - Team Teaching Leader (Levels II and III)
12. Teacher - Grade Level Chairman (Levels II and III)
13. Teacher - Department-Subject Area Chairman (Levels II and III)
14. Teacher - Teacher Training Specialist (Levels II and III)
15. Teacher - Installation Advisor (Level II)
16. Teacher - Senior Librarian (Level II)
17. Teacher - Senior Counselor (Level II)
18. Teacher - Instructional Resource Specialist (Levels II or III)
19. Teacher - Planner (Levels II, III, and IV)
20. Teacher - Programmer (Levels III and IV)

The compensation plan is developed around what is called the "Career Unit" concept with a set dollar value for each unit and a basic number of units assigned for a variety of training, responsibility, experience and other special elements related to classes

of positions and individuals within these classes. The actual total compensation for each incumbent would be based upon the total Career Units he earns for all of the individual elements in the compensation plan.

The following three charts are essential to the understanding of this plan:

(I)

BASIC ELEMENTS OF THE CAREER COMPENSATION PLAN

- BASIC CONVERSION FACTOR:
  -- 1 Unit = $28.71

- BASE UNITS AND ANNUAL BASIC COMPENSATION FOR RESPONSIBILITY LEVEL #1 CLASSIFICATIONS:
  -- Responsibility Level #1: 250 Base Units
     (250 Base Units x $28.71 = $7177 Annual Basic Compensation)

- ADDITIONAL UNITS AND ANNUAL COMPENSATION INCREMENTS FOR HIGHER RESPONSIBILITY LEVEL CLASSIFICATIONS
  -- Responsibility Level #2: 12 Unit Increment Above 250 Base Units
     (12 Units x $28.71 = $344.52 Annual Increment)
  -- Responsibility Level #3: 24 Unit Increment Above 250 Base Units
     (24 Units x $28.71 = $689.04 Annual Increment)
  -- Responsibility Level #4: 36 Unit Increment Above 250 Base Units
     (36 Units x $28.71 = $1033.56 Annual Increment

- ADDITIONAL COMPENSATION FACTORS APPLICABLE TO ALL RESPONSIBILITY LEVEL CLASSIFICATIONS
  -- ACADEMIC CREDITS: 5 unit increment for every 5 academic credits beyond the baccalaureate degree up to a maximum of 30 units for 30 credits.
  -- MASTERS DEGREE: 15 unit increment
     (15 Units x $28.71 = $430.65 Annual Increment
  -- DOCTORATE: 15 unit increment
     (15 Units x $28.71 = $430.65 Annual Increment
  -- TEACHING SERVICE-EXPERIENCE
     12 unit increment for each year of satisfactory service up to a maximum of 15 years (12 Units x $28.71 = $344.52 Annual Increment.
     6 unit increment for each year of satisfactory service beyond 15 years * (6 Units x $28.71 = $172.26 Annual Increment)

*Limitations regarding academic credit and training requirements to receive and to continue receiving teaching service

ROLE DEFINITIONS CONSIST OF THE FOLLOWING MAJOR SECTIONS

BASIC RESPONSIBILITY IN THE INSTRUCTIONAL PROCESS
(Responsibility level, primary role, importance, specialty, support function, or other distinctive qualities or features.)

LOCATION AND RELATIONSHIPS IN INSTRUCTIONAL ORGANIZATION PLAN
(Place and relative level in organizational structure and relationships to other classifications.)

INSTRUCTIONAL ACCOUNTABILITY FACTORS
(Accountability in relation to individual students, groups of students, parents, instructional colleagues, community and culture, and teaching profession.)

TRAINING AND EXPERIENCE REQUIREMENTS
(Pre-service or in-service training and/or specific experience that are prerequisites to appointment.)

WORK SCHEDULE TIME FACTORS
(Daily work schedule and/or annual work assignment.)

PLACE IN INSTRUCTIONAL CAREER PROGRAM
(Probable prior position or positions held in the instructional staff responsibility level classification structure and possible future positions in the career development plan.)

SPECIAL STAFF DEVELOPMENT "CAREER TRAINING COMPONENTS"
(Components directly related to classification--those recommended or needed prior to appointment, those to be obtained during assignment, and those that most likely would be taken to move to other related classifications.)

CAREER COMPENSATION SCHEDULE

		BA	BA+15	BA+30	BA+45	BA+60	BA+75	0	1	2	3	4	0	1	2	3	4
								CAREER PLANNING COMPONENTS					CAREER PLANNING COMPONENTS				
1	I	$7177	$7321	$7464	$7608	$7751	$7895	$8038	$8612	$9186	$9761	$10335	$8419	$9043	$9617	$10192	$10766
2	I	7522	7666	7809	7953	8096	8240	8384	8957	9531	10106	10680	8814	9388	9962	10537	11111
3	I	7866	8010	8153	8297	8441	8584	8727	9301	9875	10450	11024	9158	9732	10306	10881	11455
3	II	8211	8355	8498	8642	8785	8929	9072	9646	10220	10795	11369	9503	10077	10651	11226	11780
3	III	8555	8699	8844	8988	9132	9276	9416	9990	10564	11139	11713	9847	10421	10995	11570	12144
3	IV	8900	9044	9187	9331	9474	9618	9761	10335	10909	11484	12058	10192	10766	11340	11915	12489
4	I	8211	8355	8498	8642	8785	8929	9072	9646	10220	10795	11369	9503	10077	10651	11226	11780
4	II	8556	8700	8844	8987	9130	9274	9417	9991	10565	11140	11714	9848	10422	10996	11571	12145
4	III	8900	9044	9187	9331	9474	9618	9761	10335	10909	11484	12058	10192	10766	11340	11915	12489
4	IV	9245	9387	9532	9676	9819	9963	10106	10680	11254	11829	12403	10537	11111	11685	12260	12834
5	I				8986	9129	9273	9416	9990	10564	11139	11713	9847	10421	10995	11570	12144
5	II				9331	9474	9618	9761	10335	10909	11484	12058	10192	10766	11340	11915	12489
5	III				9675	9818	9962	10105	10679	11253	11828	12402	10536	11110	11684	12259	12833
5	IV				10020	10163	10307	10450	11024	11598	12173	12747	10881	11455	12029	12604	13178
6	I				9331	9474	9618	9761	10335	10909	11484	12058	10192	10766	11340	11915	12489
6	II				9676	9819	9963	10106	10680	11254	11829	12403	10537	11111	11685	12260	12834
6	III				10020	10163	10307	10450	11024	11598	12173	12747	10881	11455	12029	12604	13178
6	IV				10365	10508	10652	10795	11369	11943	12518	13092	11226	11800	12374	12949	13523
7	I				9675	9818	9962	10105	10679	11253	11824	12402	10536	11110	11684	12259	12833
7	II				10020	10163	10307	10450	11024	11598	12173	12747	10881	11455	12029	12604	13178
7	III				10364	10507	10651	10794	11368	11942	12517	13091	11225	11799	12373	12948	13522
7	IV				10709	10852	10995	11139	11713	12287	12862	13436	11570	12144	12718	13293	13867
8	I				10020	10163	10307	10450	11024	11598	12173	12747	10881	11455	12029	12604	13178
8	II				10365	10508	10652	10795	11369	11943	12518	13092	11226	11800	12374	12949	13523
8	III				10709	10852	10995	11139	11713	12287	12862	13436	11570	12144	12718	13293	13867
8	IV				11054	11197	11341	11484	12058	12632	13207	13781	11915	12489	13063	13638	14212
9	I							10794	11368	11942	12517	13091	11225	11799	12373	12948	13522
9	II							11139	11713	12287	12862	13436	11570	12144	12718	13293	13867
9	III							11483	12057	12631	13207	13781	11915	12489	13063	13638	14212
9	IV							11828	12402	12976	13551	14125	12259	12833	13407	13982	14556
10	I							11139	11713	12287	12862	13436	11570	12144	12718	13293	13867
10	II							11484	12058	12632	13207	13781	11915	12489	13063	13638	14212
10	III							11828	12402	12976	13551	14125	12259	12833	13407	13982	14556
10	IV							12173	12747	13321	13896	14470	12604	13178	13752	14327	14901
11	I							11483	12057	12631	13206	13780	11914	12488	13062	13637	14211
11	II							11828	12402	12976	13551	14125	12259	12833	13407	13982	14556
11	III							12172	12746	13320	13895	14469	12603	13177	13751	14326	14900
11	IV							12517	13091	13665	14240	14814	12948	13522	14096	14671	15245
12	I							11828	12402	12976	13551	14125	12259	12833	13407	13982	14556
12	II							12173	12747	13321	13896	14470	12604	13178	13752	14327	14901
12	III							12517	13091	13665	14240	14814	12948	13522	14096	14671	15245
12	IV							12862	13436	14010	14585	15159	13293	13867	14441	15016	15590
13	I							12746	13320	13895	14469			13177	13751	14326	14900
13	II							13091	13665	14240	14814			13522	14096	14671	15245
13	III							13435	14009	14584	15158			13866	14440	15015	15589
13	IV							13780	14354	14929	15503			14211	14785	15360	15934
14	I							13091	13665	14240	14814			13522	14096	14671	15245
14	II							13436	14010	14585	15159			13867	14441	15016	15590
14	III							13780	14354	14929	15503			14211	14785	15360	15934
14	IV							14125	14699	15274	15848			14556	15130	15705	16279
15	I							13435	14009	14584	15158			13866	14440	15015	15589
15	II							13780	14354	14929	15503			14211	14785	15360	15934
15	III							14124	14698	15273	15847			14555	15129	15704	16278
15	IV							14469	15043	15618	16192			14900	15474	16049	16623
16	I							13807	14181	14755	15330			14038	14612	15187	15761
16	II							13952	14526	15101	15675			14383	14957	15532	16106
16	III							14296	14870	15445	16019			14727	15301	15876	16450
16	IV							14641	15215	15790	16364			15072	15646	16221	16795
17	I								14354	14929	15503				14785	15360	15934
17	II								14699	15274	15848				15130	15705	16279
17	III								15043	15618	16192				15474	16049	16623
17	IV								15388	15963	16537				15819	16394	16968
18	I								14526	15101	15675				14957	15532	16106
18	II								14870	15445	16019				15302	15877	16451
18	III								15215	15790	16364				15646	16221	16795
18	IV								15560	16135	16709				15991	16566	17140
19	I								14698	15273	15847				15129	15704	16278
19	II								15043	15618	16192				15474	16049	16623
19	III								15387	15962	16536				15818	16393	16967
19	IV								15732	16307	16881				16163	16738	17312
20	I								14870	15445	16019				15301	15876	16450
20	II								15215	15790	16364				15646	16221	16795
20	III								15559	16134	16708				15990	16565	17139
20	IV								15904	16479	17053				16335	16910	17484
21	I								15043	15618	16192				15474	16049	16623
21	II								15388	15963	16537				15819	16394	16968
21	III								15732	16307	16881				16163	16738	17312
21	IV								16077	16652	17226				16508	17083	17657

CONVERSION TABLE

Number of Units	Compensation for 10 Units	Number of Units	Compensation for 1060 Units	Number of Units	Compensation for 100-340 Units
1	$ 2871	10	$ 287	100	$ 2871
2	5742	20	574	200	5742
3	8613	30	861	300	8613
4	11484	40	1148	400	11484
5	14355	50	1436	500	14355
6	17226	60	1723	600	17226
7	20097	70	2010	700	20097
8	22968	80	2297	800	22968
9	25839	90	2584	900	25839

A word on "accountability" as used in this proposed plan: the attempt to identify the "dimension of responsibility"that each staff member "assumes and bears" in terms of his relationship "to students, parents, the community and culture, and colleagues and the teaching profession."

One concrete example of this must be shown to illustrate this concept. The case below is presented as the basic responsibility for the elementary school teacher:

> The interaction and interface between teacher and student in the elementary grades is a key to the achievement of Hawaii's main educational objectives: establishing and maintaining appropriate learning situations and experiences and achieving planned and measurable learning results for thousands of students throughout Hawaii. All teachers in the school system, in whatever specific instructional situation, have the major responsibility for carrying out the State's educational program at the point of contact between the learner and the information-concepts-activities-attitudes to be learned. During the earliest years of childrens' education, however, this instructional responsibility is particularly important and critical. Whether the pre-school and elementary teaching cover many subject areas or only a few; whether instruction takes place in any one or a combination of settings, the basic role and responsibility of an individual in the broad Teacher - Elementary School classification is the foundation for all instructional activities throughout the public schools of Hawaii.

[Editorial comment: This description is unfortunate for the elementary school teacher, the one who has "the major responsibility ...at the point of contact" and who "is particularly important and critical...the foundation for all instructional activities." Unfortunately this teacher still remains at the lowest responsibility and compensation level. The plan's basic assumption still remains that certain functions are "to be performed that call for a high order of training, skill and motivation..." Most teachers still feel that it is treading on shaky ground when one endeavors to try to classify on the basis of "reasonably similar responsibility, scope, accountability and difficulty."]

Because of the concern about the concepts of accountability and responsibility, the Hawaii Federation of Teachers has presented a detailed position paper pointing out some of the main problems. (69) The federation's position essentially is that the plan is in

reality a merit scheme which would create a hierarchy and which would leave the selection of teacher responsibility levels entirely in the hands of the administrators. In response, the H.F.T. suggested an alternative in which no teacher would be placed over another in a command relationship, the union's horizontal conception would foster more cooperative relationships, rather than what is viewed as a devisive, demoralizing line of command. Because no one can say with finality which kind of teacher - a specialist or a generalist - is more important than any other, the H.F.T. proposed compensating teachers for either pursuing an advanced degree or accumulating a wide range of credits in areas outside one's field of study. They counter-proposed dual ranges which would be set up on the basis of the equivalency of credits earned for either specialization or generalization.

"The Hawaii Plan," in summary, rejects the more simplistic attempt of some of the earlier differentiated staffing models which attempt of some of the earlier differentiated staffing models which attempted to structure a hierarchy on the levels of responsibility only, without the additional components of the proposed Hawaii design. The proposal goes beyond the traditional salary components--i.e., salary based on educational and experience--by including such factors as in-service experiences, extra pay for extra work, and the like. Furthermore, it would pro-rate salaries of paraprofessionals and part-time teachers. For these reasons it is safe to say that while the specific Hawaii plan has a good deal of specific weaknesses, the basic concept of broadening the traditional components of teacher's salaries will be an issue to be dealt with when teachers

and school board negotiate "reward systems" in the 1970's.

A "Fluid Hierarchy? One of the positive signs on the horizon is the concept of fluidity in differentiated staffing. Presented by English (37) it simply means the possibility of staffing patterns which are in a constant state of forming and reforming around specific tasks. Many of the problems with static or rigid hierarchies --- particularly the reward systems --- might be obviated with this approach.

Such a "fluid hierarchy" model is not preformed prior to implementation, but on the other hand it might have the capacity to be responsive in many ways--depending upon the task at hand. The vertical aspects--particularly of salaries--would be dependent upon the "current situation" (task at hand.)

"Fixing" salary to the fluidity of the staffing pattern could well avoid the problem of differentiated salary ceilings. Instead of basing salary upon rigid levels of responsibility with such vague and undefined concepts as "degrees of complexity and intensity" (a term suggested by Bernard McKenna of NCTEPS), "salary wise" teachers in a fluid model would be able to move in, up, sideways, down, and about much in the fashion implied by the following series of questions raised by this writer a year ago: (13)

- Must the structuring of levels of responsibility involve the creation of a hierarchial ladder?
- Can an alternative concept of responsibility imply internal development and intrinsic ordering of all teacher skills, including their roles as curriculum developers, diagnosticians researchers, instructional managers, and the like?
- Who is more important: the specialist or the generalist? Who should be paid more? Who should have more status?
- Does an alternative to verticalism exist?
- Can an alternative be based upon the notion that we must ascertain, really ascertain, teachers' competencies, strengths, unique interests, special knowledge, special

areas of expertise, travel, readings, experience, courses, and the like? And because these change constantly, should patterns of organization be made as flexible as possible in order to reflect these changes? Are these the kinds of inputs which could lead to the use of differentiated teacher talents?

- How can we avoid turning a promising idea into a new rigidity?
- Should the ladder be laid on its side?
- Can the following suggest an approach to differentiating a teaching staff? In American history, for a total high school program:

  Identify experts on pre-civil war...the Roosevelt era ...foreign policy...cultural and social history, etc.; identify those who work best in small-group settings, in large-group instruction, as tutors; identify the students' needs, what they know and what they don't know...their strengths and weaknesses--their concepts and misconceptions. Deploy teachers accordingly--and flexibly: This probably would mean the use of modular scheduling, multi-age grouping, greater use of part-time educational workers, paraprofessionals.

- How can the plan remain flexible? How can it avoid locking-in or institutionalizing a staffing concept which is essentially untried and untested?

(See also Appendix A for the report on educational organizations' attitudes toward differentiated salaries.)

The confusion between differentiated staffing and merit pay

or more accurately the confusion between the concepts of differentiated salaries and merit salaries. Are they really different, as many have claimed?

If there has been obscurity on this issue, and there has been a great deal, it is caused by such typical statements as the following from the Florida Feasibility Study: (43)

> The major difference between "merit pay" and the concept of "differentiated staffing" relates to staff utilization patterns. For example, merit pay plans reward teachers for being "superior"; remuneration is not based on any recognition of differentiation in process responsibility or competency. (emphasis added) Thus, the "superior" teacher is deployed in exactly the same manner as the "average" or "mediocre" teacher. The concept of differentiated staffing rewards teachers on the basis of levels of responsibility and competency. (emphasis added)

Actually merit pay is very much based upon the identification

of competency. In fact, that is what the debate all these years has been all about! And according to the statement above, so is differentiated staffing!

Far too many other illustrations of this inexactness can be found in the literature of differentiated staffing as the Association of Classroom Teachers have pointed out: (17)

- Some articles make contradictory or incompatible assertions. A paper may claim that teachers will received increased pay based on increased responsibility and then elsewhere state that teachers will receive increased pay based on evaluation of their competence. The latter concept is interpreted as a back-door approach to an old issue--merit rating--and classroom teachers resist it.
- A document may state that a differentiated teaching plan does not create a new hierarchy within the educational system and then describe a pay system that implies that differentiated staffing does indeed create a new hierarchy.

The National School Public Relations Association (27) reported a situation in a suburb of Cincinnati (Princeton City School District) with the following description:

- Princeton Salary Plan is a mix of differentiation and merit pay. There are four classifications of teachers:
  Provisional--on basic salary schedule.
  Associate--base salary plus $200.
  Professional--base salary plus $550.
  Executive (employed for regular school year of 190 days)--base salary plus $800.
  Executive (employed for four weeks of extended service time) --base salary plus $800 plus 10%.
  Merit pay ranging from $100 to $1,250 also given for outstanding performance. " A team approach is used in the appraisal of teaching effectiveness. The principal is the appraiser, but he is guided by information from teaching team leaders or subject coordinators and the supervisor serving as advisers on the appraisal team and makes recommendations to the board of education for official consideration and action..."

The problem, of course, is that movement up the hierarchical ladder often involves the same questions as does movement upward within a merit pay schedule: <u>how</u> is evaluation used? to what end? <u>who</u> does

it? what criteria are utilized? how does one ward off the unfortunate side aspects of "school politics" and what ever teachers commonly refer to as "brown nosing"? These concerns are precisely why so many teachers have voiced the opinion (to the writer, at any rate) that they view the hierarchy as an updated version of merit pay which can only weaken, divide, and interfere with teacher unity. They realize that it is not merit pay, but in many respects it borders on it. Many of them are familar with the new proposals. For example, teachers in Minnesota read the Citizens League Report (80) refered to above and found the following recommendations:

> - Establish a systematic method of evaluating the performance of personnel in various types of jobs to provide an acceptable basis for determining promotions and for granting tenure according to the caliber of performance.
> - After establishment of differentiated staffing, use the techniques of supervision and evaluation which were developed for the differentiated plan to determine the extent to which--within a given job classification--some compensation can be based on caliber of performance.

Teachers in New Jersey have heard the Governor of their state announce that he has asked the State Board of Education to develop guidelines for differentiated staffing: (1)

> Merit pay and diffenential staffing are not new ideas. But they are rarely attempted and for this reason their full effect on educational achievement is difficult to measure. Professional groups have generally balked at merit pay because they fear favoritism and political impingement, and many teachers feel that they may be evaluated on tangible and superficial measurements and not on long-range results. These fears are genuine enough; but I believe it is possible to develop a merit pay system that guarantees impartiality and freedom from political control. Accordingly, I have asked the state board of education to develop guidelines for a differentiated staffing program that will provide meaningful incentives to New Jersey's teachers...

Small wonder there is confusion surrounding merit pay and differentiated pay. Unfortunately, the terms too often have been used interchangeably, in spite of definitions to the contrary.

MERIT PAY

The Concept. One of the difficulties in discussing merit pay is the different terminology (incentive pay plans, superior service maximum salary, or quality of service recognition salary) which exists. However, the most common definition for it probably is: a"recorded judgment about a teacher which determines at least in part the amount of his salary and may affect the rate of salary progress or ultimate maximum." (86) And further, that "when rating or evaluation is used to any degree to determine salary, it is a merit pay program regardless of whether the district has a former merit rating system."(12)

In his case study of six school districts, Steffensen presented these two helpful distinctions: (74)

- Merit salary program.--A procedure for differentiating salaries on the basis of demonstrated performance between two or more teachers with similar instructional assignments.
- The merit award.--The annual increase in salary beyond that which is received by those teachers on the basic salary schedule or the nonmeritorious teacher. However, the award may also be in the form of acceleration upward on the schedule, or it may be in the form of supermaximum, a step or more beyond that attainable on the basic schedule.

The two main merit pay issues, i.e., those dealing with (1) evaluation and rating and (2) the merit salary, are extremely complex, in spite of such items as the one reported in the September, 1969 issue of Salary and Merit: the Governor of Minnesota was quoted as supporting some kind of rating system on which to base teacher salaries. "I'm persuaded," he is reported to have said, "that you can pretty well tell who are the good teachers and who are

the poor ones." (50) Again: were it that simple.

Actually, in the last few years it has become necessary to distinguish between two major types of merit pay, what this writer chooses to call old-style and new-style. The traditional, old-style type is characterized by its use of rating scales devised to assess such "input factors" as: Excellence in classroom instruction; excellence in adviser work; efficiency in supervision of study halls; participation in extra-curricular activities; training, experience, and reliability; self-improvement, initiative, and growth; professional attitude; and participation in faculty committee work. (Winnetka, Illinois) (85)

The old style approach still is utilized to some extent but, in hardly enough places to be concerned with--unless, of course, you happen to teach in one of the districts. Because of the financial crisis in education (budgeting problems, school bond defeats, and the like), it has been getting something of a renewed push lately. However, only about 130 districts use this approach. Since there are nearly 20,000 districts, the percentage is infinitesimally small (less than 1%). Those districts are basically small, wealthy, suburban types.

The new style is something else. It is based on "output factors", that is, "end results." Both types will be reviewed in some depth.

A recent N.E.A. survey disclosed that only 133 out of 1,199 schedules analyzed mention provisions for merit pay. (48) Three types prevail:

The first, and most frequent type, is the reservation of

authority by the board to exceed the schedule for "outstanding" or "meritorious" service.

A less frequent type is in the form of a statement granting the board power to accelerate the progress of outstanding teachers on the regular schedule by granting double increments, or the like, but usually not to exceed the regularly scheduled maximums of the salary classes contained in the basic schedule.

The third major type deals with provisions for exceeding the schedule by definite dollar amounts. These supplements are granted either before or after the regularly scheduled maximum has been reached. Requirements for eligibility vary from system to system, but most provisions providing definite dollar amounts are applicable only after several years of service, many apply only after the regularly scheduled maximum has been reached through normal progression.

Of the schedules which contain merit provisions, 33 (2.8%) indicate that definite dollar amounts are granted; 24 (2%) accelerate teacher progress on the regular schedule, but do not exceed regularly scheduled maximums for the specified levels of preparation; 76 (6.3%) provide merit recognition through board action. The remaining 1,066 (88.9%) of the 1,199 schedules analyzed contain no merit provisions.

Four assumptions--both implicit and explicit--appear to underline a merit system: (a) good teaching should be rewarded with more money, (b) the good teacher can be evaluated, (c) money will motivate the good teacher to stay in the profession, and (d) the school system only needs good teachers to make it run smoothly and efficaciously.

Nevertheless, Brighton and Hannan noted that there has been on

clear breakthrough in a series of efforts to develop measuring instruments or rating scales that appear to satisfy the raters and the rated. (12)

(Note: For a brief history of merit pay--old style, see Appendix B. For a review of educational organizations' attitudes toward merit pay--old style, see Appendix C.)

Merit Pay-Old Style reward systems. Essentially there are two major "merit issues": (1) evaluation and rating and (2) salary and rewards. Because of the scope of this paper evaluation and rating will not be focused upon in great detail; instead, concentration will be on salary determination. For those interested in probing the evaluation aspect further, it is suggested that they begin with Steffensen's excellent case study of six districts. (74)

While the salary data is no longer current, Steffensen's study nevertheless clearly illustrates the nature of the reward systems and the variations in several districts which have experimented with merit salaries. (74) (Incidentally, as of 1969, the programs were no longer in operation in three districts studied by Steffensen: Canton, Weber, and West Hartford.)

Canton, Connecticut: There are four levels of maximum attainable salaries, with these levels corresponding to four classifications of effectiveness. The satisfactory teacher can reach $7,500 in 11 years; the competent teacher, $8,100 in 13 years; the highly competent, $8,100 in 11 years and $8,700 in 20 years; and the superior teacher, $9,000 in from 11 to 16 years.

- The merit schedule has the features of both super-maximums and acceleration. Through acceleration, the superior teacher advances at the rate of 2 increments a year from step 4 until step 13, when the single increment is resumed. Thus, the 16 steps can be satisfied in 11 years,

Ladue, Missouri: Steps or years of experience are not formally recognized. Instead, there are three broad classifications of performance, each having a separate "schedule." The maximums for these three schedules are $6,700, $9,500, and $12,600. The amount of the annual

increment averages about $200, $400, and $500, respectively, with the ranges being $100 on each side of these averages.

Rich Township High School, Park Forest, Illinois: In the absence of a formal salary schedule, only the minimum and maximum salaries are specified. The significant feature is the separation of the schedule or teachers into two divisions. However, Division I teachers are on a 9'1/2 month contract.

Summit, New Jersey: The meritorious teacher receives the same basic $220 increments plus one additional one of $220 every 3 years for the first 14 years, at which time his maximum salary attainable would be $9,200. After 14 years, and until retirement, additional merit increments may continue at the rate of 2 every 3 years.

Weber, Utah: The amount of the annual award is predetermined. Currently, it is $500. These awards do not accumulate in the sense that those in the other five districts do. Each $500 award is for the basis of 1 year.

West Hartford, Connecticut: There is a probationary period for the establishment of eligibility to receive a merit award. This is 7 years for the first merit increment.

- The amount of the annual merit increment is predetermined. This amount is $230 each for the first and the second such awards.
- There is no provision for the continuance of salary increases for either the merit or the basic schedules or into the latter stages of the teacher's career.

The N.E.A. survey (48) mentioned above listed a number of systems which included merit provisions in their salary schedules. (1968-1969 data) The significant highlights from this survey are:

Glendale, Arizona: "A $200 merit increment to the teacher who serves "above and beyond the call of duty."

Arcadia, California: A merit increment of $500 shall be awarded at the beginning of the 16th year and continue each year thereafter, providing all of the requirements are met by the teacher."

- Placement on the supermaximum pay step for a given year will be determined by the teacher evaluations for the preceding two years.

Chula Vista, California: Beginning with the 17th year of service, a teacher on the maximum step in Class III (M.A.) or higher who receives a rating of strong or superior the previous year will receive a merit increment equivalent to one step on the schedule.

Marysville, California: To recognize the truly superior teacher and to reward these well-qualified teachers who have reached the maximum salary (with 12 increments), opportunity is provided for these teachers to achieve corresponding salary recognition.

Rowland, California: A special increment equal to 4% of the last step is offered after three years on the 12th step, "provided he or she has been rated superior during the preceding year." The increment is offered again in the same amount and under the same circumstances following five years on the special increment step.

Visalia, California: Merit is implemented at steps 15-19 in the amount of $300 for teachers possessing an M.A., M.A. + 12, or M.A. + 24 (6years). A second Merited Step is reached at step 20 in the same amount and with the same degree requirements.

Elk Grove, Illinois: A Merit Program is in operation with a range of $12,000-$20,000. However, no details are provided concerning the amount of supplements or evaluation.

Evanston, Illinois: Merit is based on horizontal movement from one salary track to the next. Movement from the bachelor's class to that for the master's is automatic with the possession of a master's degree, but may be accomplished without the degree upon completion of 30 hours of graduate work with the recommendation of the Superintendent. Movement across the schedule into classes beyond that for the master's degree is based on merit.

Park Ridge, Illinois: The salary of any tenure teacher may be increased an index value (.05) for exceptional teaching based upon the recommendation of the principal and the superintendent and the approval of the Board.

Cedar Falls, Iowa: Merit is available to career teachers (3 years or more experience) based on individual teacher performance in increments of $200-$600.

Needham, Massachusetts: Three Supermaximum increments of $500 each are scheduled after the maximum step of each preparation level has been reached.

Newton, Massachusetts: When the maximum step in each level is reached, an extended maximum is available which can be attained in 6 steps.

Wellesley, Massachusetts: Merit increments from $300-$500 are available to eligible teachers. No further data provided.

Gulfport, Mississippi: Teachers may qualify for merit through a system of score ratings which is not defined within the schedule document. Figures available are as follows:

650-699	$50
700-749	$150
750-above	$250

Ithaca, New York: A $2,500 merit increment is awarded after the maximum step of a teacher's preparation level is reached. No further details are given as to the means or methods of evaluating.

Princeton, Ohio: All teachers are appraised annually by a team of evaluators consisting of a building principal or dean, subject area leaders, or district supervisors. The team suggests names and the amount of pay for those who should receive merit. Following a review of the candidates

with the team, the Superintendent in turn takes the recommendation to the Board.

Dollar Amounts:

Provisional teachers.....$100-$400
Associate teachers.....$100-$600
Professional or Executive.....$100-$1,000

Cheltenham Twp., Elkins Park, Pennsylvania: Teachers who have completed three years of teaching in the district "shall be eligible for merit increments which shall be over, above, and beyond the regular increment and salary shown on the scale. A teacher rated OUTSTANDING by the Administration may be granted a $400 merit increment and become eligible for another merit increment in three years."

Lower Merion Twp., Ardmore, Pennsylvania: To qualify for a merit a teacher must have taught four consecutive years in the district. At that time he or she will be eligible for one to four supplemental increments of $500 each for "extraordinary performance as a teacher." An additional four years of teaching beyond the year in which the supplemental increment was received is required before another can be awarded.

North Hills, Pittsburgh, Pennsylvania: Four increments of $200 each for incentive may be applied at any step beyond step 3 and beyond the scheduled maximum of any preparation class.

- Transfer to incentive features of the schedule is based on the satisfactory completion of 12 points of credit which may be earned for graduate study, specific courses, workshops, research, travel, and community service.

Upper Darby, Pennsylvania: The schedule provides a special incentive increment of $200 awarded after three years of teaching with a satisfactory rating and approved certification. Another special $200 increment is available for persons with 8 years of teaching, 4 of which must have been in Upper Darby.

Upper Merion, King of Prussia, Pennsylvania: The Merit increments are available through annual review to enable a teacher to "accelerate advancement to the maximum for his grade." Increments of from $500-$1,500 are available above Step 10 of a teacher's track for his level of preparation. Merit which a teacher has received in the past will be included as part of his established base for the coming year.

Warren, Pennsylvania: Two additional increments of $300 each may be paid to personnel who-

- reach the maximum of the scale
- file an application for consideration
- earned, within the five years immediately preceding the request, at least 6 credits of additional course work or the equivalent of 6 hours.

West Chester, Pennsylvania: Promotional Level I - additional $500 in $100 increments at any time after the third

year for better than average teaching. Promotional Level II - Additional $500 in $100 increments at any time after completion of all the steps of Promotional Level I for teachers with master's degree who are doing superior teaching.

Puyallup, Washington: Merit is awarded by appointing superior teachers to special assignments such as Department Head.

Shoreline, Seattle, Washington: Designed to "give outstanding personnel an opportunity to earn a salary commensurate with their performance and their total professional contributions."

Elmbrook Schools, Brookfield, Wisconsin: Merit increments up to $400 may be awarded at any point after the first year of employment. Such increments may be given more than once.

Often proponents of old-style merit pay appear somewhat over eager to prove a point; hence an article appeared in the American School Board Journal entitled "Merit Pay is Alive and Well and Thriving in Hartford, Wis." (15) However, a closer analysis discloses that a teacher can get an increment each year, but only if he continues his educational training in this manner: the B.A. schedule has only 3 steps, B.A. + 8 has 4, B.A. + 16 has 6, B.A. + 24 has 8, and so on. According to the author of the article,

> The fact that credits are accumulated through the initiative of the individual is additional evidence of meritorious attainment. The merit system becomes self-administered to a great extent, with the administrator retaining at all times the power to reject credits not deemed appropriate for application.

Indeed, much passes under the name of "merit pay." This is especially true to the group of management consultants called the Educational Service Bureau, Inc. of Washington, D.C., publishers of the monthly report, Salary and Merit. An analysis of this publication since its inception in 1969 is enlightening in this regard and is not without some humor. The results of this survey is highlighted below:

"A 'Master Teacher' Merit Plan." Salary and Merit, November, 1969 (Anahuac, Texas):

- The teacher is visited a minimum of ten times and a maximum of twenty times each year. For the first three years, the salary scale will be $500 per year above the regular schedule. During the third year the teacher may apply for another major evaluation and, if successful, receive an additional $400 per year for the next three years.

"Sudbury, Mass., Adopts New Salary Plan." Salary and Merit, December, 1969:

Merit Salary Schedule:

Step	Bachelor Range	Master Range	Master + 30 Range
1	6,500-7,200	7,000- 7,700	7,500- 8,200
to			
14	10,700-13,200	12,000-13,700	12,500-14,200

"New Merit Pay Plan Adopted in New York District Agreement." Salary and Merit, December, 1969 (Wayne Central School District):

- No more than the top third of the teachers shall be eligible to receive recognition awards, and no award shall be greater than $600 or less than $200 per recipient. Actual monetary reward shall be computed as follows:
  The teacher with the highest numerical score shall receive $600. That score shall be used to compute the dollar value per point or recognition unit for computation of all other participants' reward amounts, e.g.,
  If teacher A, the highest scoring teacher received 2000ERA units, he would receive a $600 ERA check. The point value for that year would thus be 30 per unit, so that teacher B with a point total of 1700 points would receive $510. Awards will be made on this basis, commencing with the top teacher and proceeding in numerical order of scoring through the highest scoring teachers until the fund is exhausted.

"Princeton, Ohio, Salary Plan Combines Merit, Differentiation, and Incentive." Salary and Merit, January, 1970:

- The amount of merit pay is subject to the following ranges: (1) Provisional--$100 to $500; (2) Associate Teachers--$100 to $750; (3) Professional or Executive Teachers--$100 to $1250.

"A Professional Growth Salary Plan." Salary and Merit, May, 1970 (Ithaca, New York):

Bonuses are based on three criteria: "training and experience" (20%), "evaluation" (40%), and "professional growth" (40%). If a teacher is rated above-average, he receives 20 to 100% of the maximum merit bonus, depending on his combined score for the three criteria.

"Salina, Kansas, Board to Study Merit Pay Proposal." Salary and Merit, May, 1970:

- Salaries determined by adding variable percentages on job

complexity, contract extension and performance to the basic salary of a teacher with equivalent academic training and experience. Items considered under job complexity would include school size, educational problems in the school, added responsibilities, and supervision of lunch programs, transportation or other programs. The performance option would be upon recommendations of the superintendent and the central office. It would recognize superior performance and job complexity.

"A Super-maximum Salary Plan." Salary and Merit , June, 1970 (Needham, Massachusetts):

- If the administrators agree in their evaluation, the superintendent usually accepts the recommendation and recommends to the school committee that placement on step one of the super-maximum be approved. If the recommendations differ, the superintendent has a meeting with the administrators to work out differences of opinion and to arrive at a uniform recommendation.

While the following description does not deal with merit salary, the criteria was too interesting not to pass along to the reader:

"Marblehead, Massachusetts, Merit Salary Plan." Salary and Merit, June, 1970: Some of the major items included in "Criteria for Evaluation of Teachers" are---

1. Personal Fitness
   The teacher is well-groomed.
   He possesses general good health and stamina.
   He displays emotional stability.
   He sets an example of socially acceptable behavior for pupils.
   He respects rights, opinions and responsibilities of others.
2. Classroom Organization and Management
   The teacher has well organized daily work plans outlined in advance.
   He corrects and checks written work with reasonable promptness and with useful comments.
   He keeps pupils busy with purposeful activities-not just "busy work" or unnecessary copying.
   He performs all required school regulations on time.
3. General Teaching Success
   He directs pupils who finish assignments quickly into worthwhile activities.
   Tests are well-balanced for problem solving as well as for fact coverage.
4. In-Service Growth
   He participates in the development of educational policies.
   He originates and presents ideas for improvement in the curriculum.

5. Professional Attitude
   He accepts and practices new ideas and methods when deemed advisable by the administration.
   He is professionally ethical by adherence to policies and principles of the school. (Constructive criticism is not considered failure to cooperate or to be loyal.)
   He accepts and fulfills the responsibilities for "extra duties."
   He supports and participates in professional organizations.
6. School, Community Service, and Public Relations
   Effective service in relation to pupils.
      Sponsors a clubs.
      Acts as advisor for school paper.
   Effective service as a faculty member.
   Assists other teachers in improvement of instruction.
   Effective service with parents and community.
      Promotes good public relations with parents by communicating an understanding of the school objectives through P.T.A., the Citizens' Council for Public Schools, parent conferences, telephone conversations, or written communications.
      Participates normally in civic life.

"The Merit Pay Plan of Milford, New Hampshire." Salary and Merit, September, 1970:

- Teachers will be rated in terms of the increase in salary that they are to be awarded. Yearly salary increases will be from $0.00 to $800 in multiples of $100.

"A Double Increment Salary Plan - Newton - Massachusetts -". Salary and Merit, October, 1970:

- For the teacher who has received an extra increment in the past, three alternatives exist:
  (a) The principal may recommend that the award continue, and the teacher will then continue within the schedule in the normal manner.
  (b) If the principal were not to recommend the teacher's work, then the award would be removed.
  (c) The principal may recommend that an individual receive an additional double increment.

"Wellesley, Massachusetts, Merit Agreement." Salary and Merit, November, 1970:

- When the Salary Review Committee's vote is negative, the principal will be notified of the decision and the reasons for the decision. The School Committee shall approve all increases recommended by the Principal and approved by the S.R. Committee, and make a final decision on such recommendations which do not meet the approval of the S.R. Committee. Consensus of the Salary Review Committee shall be obtained by vote, the results of which will be forwarded in writing to the School Committee.

"Shoreline Public Schools Merit Pay Plan - Seattle, Washington." Salary and Merit, January, 1971:

- Rewards outstanding performance by placing deserving employees in "Level III", which adds $1,008 to their Level II salary.

"Rich Township, Illinois, Merit Program." Salary and Merit, February, 1971:

- Upon receiving the ratings for each teacher, the board determines the monetary amount to be assigned each category. This is not constant from year to year - no set amount has been established. During the past several years, the lowest category has received no less than $600, and the highest category has received as high as $1,600.

"Winona, Minnesota, Salary Plan Based on Competence, Degree, Involvement." Salary and Merit, April, 1971:

- In determining the position of an individual on a particular salary level, instructional competence shall be weighted at 80% and the professional and school involvement at 20%. The committee then groups the teachers into one of five different pay levels, according to the evaluations.

"A Varying Schedule Salary Plan." Salary and Merit, December, 1970. (An unidentified "school district in the eastern part of the country"):

- A salary plan consisting of three types of pay schedules: a basic schedule, a career placement schedule, and a master placement schedule.
- The basic schedule is the hiring schedule. It includes all teachers new to the district as well as tenure teachers whose teaching service has been evaluated as satisfactory.
- Teachers who qualify for transfer from the basic schedule to career placement will receive an initial increment of $600 and subsequent increments of $450, provided their teaching competency and professional development continue at that high level.
- Teachers who qualify for transfer to master placement will receive an initial increment of $800 and subsequent increments of $450, provided their teaching competency and professional development continue at that high level.

"A Superior Service Increment Plan." Salary and Merit, November, 1970. (An unidentified "school district in the midwest"):

- The superior service increment is not automatically granted.
- Factors to be used in evaluation include:
  Attitude toward and enthusiasm for teaching.
  Demonstrated professional ethics in dealing with the students, parents, teachers and administrators.
  A general interest in education as shown by attendence at professional meetings, extent of professional reading, participation in visitations and workshops,

etc.
Indications of professional achievement, including publications, speaking engagements, awards, etc.
Interest in assuming obligations beyond classroom teaching.

In addition to its reporting of specific merit innovations, Salary and Merit performs two other services: (1) It reports on current merit salary news, e.g., in the December, 1969 item, "Merit Pay in Alabama" (46):

- The Legislature called for a merit raise in 1970-71, averaging $525 for those who deserved it. Educators have cried foul, claiming that their profession is such that they can't be graded like other professions.

That memorable item reported former Wilmington, Delaware educator Muriel Crosby as arguing:

- Surely, there are methods for evaluating the performance and effectiveness of every profession, from ditch diggers to nuclear physicists, including ministers and teachers.

(2) It presents the Educational Service Bureau, Inc. theoretical models for merit pay. To illustrate:

"A Suggested Merit Pay Plan." Salary and Merit, May, 1970:
- A "significant monetary difference for outstanding service." Outstanding Service Differentials limited to a total of $25,000, or not more than 35 employees.

"A Professional Career Program." Salary and Merit, June. 1971:
- Remuneration/professional growth
  Upon satisfactory completion of the project, the evaluation committee shall recommend to the board the amount of remuneration, which will be between 5% and 10% of the participant's salary.
- Remuneration/excellence in performance
  The increment for successful participation in the Excellence in Performance Program is 10% of the participant's base salary in the school year, to be paid annually in equal installments. This remuneration will be in effect for a period of three years if the participant continues to be rated outstanding by the principal.

"A Successful Merit Compensation Plan." Salary and Merit, March, 1971:

- Establishment of participants for the Incentive Compensation

Evaluation for Incentive Increment Applicants

Sample Page

Marking Key: 5. Superior - 4. Very Good - 3. Good - 2. Fair - 1. Poor

Candidate: _____ Date _____

In order to better assist the evaluator in his scoring, it will be required that you complete this form as a self-evaluation.

Weights indicated on left side of each item. Some weights are doubled. Total Possible: 240.

Please score each item

Teaching Ability

Weight		Score
1. Planning		
5	a. Unit, term, year	____
5	b. Daily	____
5	c. Use of teaching devices	____
10	d. Evidence of providing for individual differences	____
2. Cooperation with Supervision		
10	a. Encourages both official and unofficial visits	____
10	b. Makes discriminating use of suggestions	____
3. Attitude toward Pupils		
10	a. Ability to interest	____
10	b. Encourages questions and discussion	____
10	c. Gives clear explanations	____
10	d. Invites pupil participation and planning	____
4. Classroom Control		
5	a. Mutual respect	____
5	b. Businesslike attitude	____
5	c. Evidence of self-discipline	____
5. Neatness of Room		
5	a. Physical features attractive	____
5	b. Proper ventilation	____
5	c. Materials arranged for effective use	____
6. Personal Qualities		
5	a. Courtesy	____
5	b. Personal Grooming	____
5	c. Self-control	____
5	d. Dependability	____
5	e. Works harmoniously with staff	____

then, if you are to go beyond, you must have demonstrated certain quality levels of performance, or that your job is a more important job than some of the other teaching jobs.
- Another kind of merit plan is one that involves dual lanes: teachers may move down step one, two, three, four, five of their appropriate preparation level, and continue down the steps until they qualify for a merit lane, then move over from step six of the basic lane to step six of the higher performance lane and move down again from step to step on that lane. These are parallel dual lanes, so that step six of the one will be several hundred dollars higher than step six of the other one. Both lanes are on the same preparation level, but a that point you have rated some teachers over into a higher performance category or a more difficult job category or something of that sort.
- Another method is the more rapid advancement plan, more rapid advancement from step to step: a person normally would move one step per year if his performance is satisfactory. If his performance is not satisfactory, but he is not bad enough to fire, he will be held at that step. If his performance is superior, he might be advanced two steps. If his performance is exceptional and involves additional responsibility, he might be advanced three steps.
- Another structured merit plan involves development of promotional titles. Here we imply by promotional titles that there must also be accompanying varied responsibilities. Under this kind of plan a person gets promoted on the basis of an evaluation and a rating system from teacher to team leader or to instructional coordinator or some other thing that is a different title and responsibility.
- Another kind of merit salary plan involves incentive pay: people are given the incentive to earn an additional amount or a bonus by demonstrating additional value to the system, either by exceptional performance or by other contributions.

A more scholarly, a bit less zealous, and certainly less emotional organization than the E.S.B. concerned about merit pay is the Council For Basic Education. An overview of its merit pay publication reveals these data, in terms of reward systems, in several districts surveyed by the C.B.E (1969 data) (85)

Barrington, Illinois:
- This system has a pure merit pay program. It has no regular schedule. Neither of the two keystones of the single salary schedule-college credits and years of service--of itself means anything....
- Every year all teachers are rated. Depending on their rating they are given pay increases which currently range from $400 to $1,000--or no increase at all.

Ladue, Missouri:
- Ladue has three salary schedules. These schedules correspond to general levels of competence. The lowest schedule

second schedule runs to a maximum of $12,000; the third, $16,000.

Rich Twp. High School District, Park Forest, Illinois:

- Teachers are placed in one of six categories as the result of the annual evaluation; in recent years, the lowest category has received at least a $300 pay increase and the highest category, as much as $1,400.

Supervisory School Union 40, Milford, N. H.:

- Like the single salary schedule, it rewards college credits and degrees. But years of service do not, in themselves, result in higher pay. Increases vary from nothing to $800, depending on the merit evaluation.

New Trier Township High Schools, Winnetka, Illinois:

- There are six pay scales: BA degree, BA degree Merit, Provisional (basic scale for MA), Professional, Master Merit, and Leader Merit. Pay ranges from $6,700 at the bottom of the first scale to $16,000 at the top of the last. The first and third scales are the basic ones for bachelor's and master's degrees. Placement on any of the other four scales requires a favorable judgment on the teacher's merit.

Summit, New Jersey:

- Teachers automatically get pay increases every year. But they may get additional increases for merit after two years in the system. Higher salaries are paid for master's degrees, master's plus 30 credits, and doctorates, but these bonuses are forfeited if the teachers fail to qualify as meritorious teachers within a five-year period. Ratings are made annually, but merit awards are made only every third year. The bonuses after the second, fifth, eighth, and eleventh years are $300 each, cumulative and in addition to the base salary schedule. The merit award after the thirteenth year is $600. Beyond that, the board may make special awards.

Rose Tree Media School District, Media, Pennsylvania:

- All teachers are rated every year and every teacher gets a pay increase unless he is already at or above the maximum set for his education category and merit rating category. The size of his pay increase is based on his education level, his prior pay, and his merit rating for the year. In effect, merit rating is a third pay factor in addition to the education and length-of-service factors. If a teacher is consistently rated in the highest merit category, his pay advances faster and can go higher, but up to a point he can earn greater pay also by more education or years of service.

Ithaca, New York:

- On top of this schedule is a bonus system that can award up to $300 at the end of the third, sixth, and ninth years, and up to $400 at the end of the eleventh year and each year thereafter until a teacher has reached the maximum of $2,500 merit bonus. Merit bonuses are based on: "training and experience" (20%), "evaluation" (40%), and "professional growth" (40%). If a teacher is rated above-average on

his evaluation, he receives 20 to 100 per cent of the maximum merit bonus, depending on his combined score for the three criteria.

Newton, Massachusetts:

- Unique in that an award, once made, can be removed in a subsequent year. Such removal, however, would be "an extraordinary act," according to the superintendent...a teacher can receive a double increment for merit, or a single increment if he has reached the normal maximum pay. Since recommendations for merit bonuses are made annually, a teacher can advance through the regular schedule at double speed, and then every year for six years get an increase beyond the normal maximum.

Marblehead, Massachusetts:

- Merit pay bonuses available to all teachers with three or more years' experience.
- If he is judged superior, he is granted a double jump in pay if he is still within the limits of the regular schedule. If he is at the top of the regular schedule, he is given a $250 merit bonus that puts him in the Associate Master Teacher category. Two additional bonuses are possible in that category. With a master's degree, he can gain three more $250 bonuses in the Master Teacher category.

The "alternative methods" section of the Council For Basic Education study includes differentiated staffing as practiced in Temple City (discussed elsewhere in this paper) as well as the following plans (85) :

Beverly Hills, California (Incentive Increment Program)

- Teachers with a bachelor's degree plus 36 units and/or a master's degree may apply provided they have been rated "satisfactory."
- If eligible, the teacher... develops a three-year plan (professional growth) in cooperation with his principal and/or department head or supervisor, and submits the plan for approval.
- On completion of the first three-year program, the teacher receives $500 per year in addition to his regular salary. Teachers can advance through four such programs over a twelve-year period, which would entitle them to $2,000 a year in addition to basic teacher salary. After the successful completion of one three-year program, the teacher continues to receive $500 per year for his contribution until retirement or until he qualifies for $1,000 per year extra for a subsequent three-year program. He can apply for four such programs.

Bartholomew Consolidated Schools, Columbus, Indiana (Advanced Study Salary Schedule):

- Teachers who have been employed at least one year and who

have earned a master's degree may apply. The district insists on guaranteeing that a teacher's projected study fit the "benefit to the district" principle before the teacher will receive financial credit for his labors. The four-step advanced study salary schedule lists the following amounts of money for the respective number of hours completed: $150, 10-14 hours; $225, 15-19 hours; $15 per hour to a maximum of $675, 20 hours or more; and $800, doctor's degree.

Grosse Point, Michigan (Professional Growth Program):

- Every teacher is encouraged to qualify for an "earned increment," by either working for a master's degree or taking at least ten units beyond the M.A. every three years.
- The district's personnel committee has final judgment on what constitutes professional growth. At times, the board of education, after consultation with the personnel committee, may disallow credits which do not meet the standards of graduate-level or equivalent credit.
- The teachers' schedule allows a teacher to earn increments of $388.50 over the base pay for holders of the bachelor's degree with thirty additional units. If such a B.A. holder were to take ten units in each of three growth periods covered by the fifth, eighth, and eleventh steps, he would a maximum of $10,688.50 under the 1967-68 schedule.

Irvington, New York (School Improvement Plan):

- Any individual or group of teachers may voluntarily undertake a "school improvement project."
- Such projects may involve curriculum development, the teaching of special courses needed by the district or the community and other short-term assignments.
- Teachers who advance to the twelfth step and beyond because of "school improvements units" and/or "recognition increments" may increase their salaries by from $800 to $2,000 in three to five steps, depending on their education beyond the bachelor's degree. (In addition to the School Improvement Plan, provision is made for "recognition increments," which are added to the basic automatic schedule. For outstanding performance, these may be made by the board of education at the time a teacher achieves tenure or after, and at any time after a teacher reaches the basic schedule maximum.)

San Mateo, California (Teacher Executive Program, District Consultant Program, and District Academy of Instruction):

- Teacher Executive Program: Superior teachers are relieved of their teaching duties for a year in order that their experience might serve the district in other ways... They receive an additional $1,500 stipend during their year as Teacher Executives, whose responsibilities are determined by the needs of the district and the teachers' particular interests and talents. (Among other things, Teacher Executives might serve as resource persons to other teachers in their subject areas, develop special teaching materials, do professional research in their teaching field, and in other ways "spread their wisdom" throughout the district.)

- District Consultant Program: The district has established a "chair" in an academic field to be held by a teacher whose successful experience and unique methods might very well be shared by other teachers. The District Consultant receives an additional stipend of $1,500.
- District Academy of Instruction: The Academy is composed of a department chairman in each teaching field and elected representatives from the teachers and is primarily concerned with educational planning and evaluation. Major proposals for curriculum improvement are reviewed by the Academy, and this body may itself initiate proposals when advisable. ... Although no additional stipend is attached to membership in the Academy, the prestige that would accrue to teachers elected to the Academy fits our definition of giving recognition to the outstanding teacher.

In assessing the future prospects for merit pay plans, the Council For Basic Education cautions that "the numerous failures of the past suggest that systems which want to adopt merit pay must move cautiously, deliberately and knowingly to avoid the errors of the past. Particularly important is the full cooperation of the teachers in the development of the details of the program."

The controversy continues. Thus we have the traditional, "old-style" or "input" approach to merit reward systems. It has been and continues to be a very serious matter. One state, North Carolina in the early 1960's, went so far as to conduct a four year study on this issue at legislative mandate. (53) A subsequent report of that study stated that the North Carolina "researchers concluded that a statewide merit pay plan was neither practicable nor feasible." (49)

It has caused and continues to cause disruptions in a number of districts across the country. For example, the April, 1970 issue of Salary and Merit (27) reported that the Englewood, New Jersey, district would give merit bonuses in the following manner:

- Each professional in the system will be asked to rank five teachers he believes best meet the qualifications. The 20 teachers who win the most votes will get a $500 bonus before summer vacation. Only 12.5 percent of the Englewood teachers stand to receive bonuses under the $10,000

appropriated for the current year. But the program will be expanded during the next school year, when there will be $60,000 to distribute.

Two months later, the June 15, 1970 issue of the Government Employees Relations Report (51) issued a release called "New Jersey Teachers Sabotage Experimental Merit Pay Plan" which stated:

> Called upon to cast their ballots for 20 fellow teachers most qualified as outstanding educators to receive $500 incentive or merit pay grants, members of the Englewood (N.J.)Teachers Association have demonstrated their hostility to merit pay by rigging the election. At one school, teachers reportedly arranged their ballots to insure that many tie votes would result. Other educators voted only for teachers retiring in June. Many refrained from voting entirely, and at least one cast his ballot for Jesus and Socrates...Following the unsuccessful election attempt, the merit pay committee resigned, citing disappointment "that a year's effort by the committee to try to devise a plan that would be well accepted by the teachers has been unsuccessful."

The December, 1969 issue of Salary and Merit (32) reported that Grand Rapids, Michigan, was pondering merit pay:

- The board's proposal called for teachers at the maximum pay level for the master degree to be evaluated each year, with the guarantee that at least 20% of the teachers would receive $500 bonus for exemplary performance.

On the other hand, in a letter of June 30, 1971 to this writer, William Abendschein, President of the Grand Rapids Federation of Teachers, A.F.T. Local #256, made these two points:

- Current preliminary negotiations for a new contract contain pro-merit plans from the board; anti-merit plans from the association.
- Teachers were finally aroused when they came face to face with the impossible means of trying to evaluate teachers comparably in different schools, grades, and subjects. That wrath may result in ousting merit pay from the new contract or just provide a continuing and festering erosion of general morale.

And it has caused and continues to cause more than just serious disruptions---as reported in the June 8, 1970 Government Employees Relations Report (28):

- A merit pay plan is scored by Fact Finder Jonas Silver, appointed

by the Public Employment Relations Board to pass on the dispute between Malverne, N. Y., school board and the Teachers Association but the school board sticks by its plan, bringing a strike by 180 primary and secondary school teachers.

- The merit pay plan as envisioned by the school board would establish four levels of "teacher effectiveness" and reward them accordingly. The board would not disclose the names of the teachers it would place in each category, but for four teachers it would offer no salary increase at all, 20 teachers would receive their normal longevity increment, 135 teachers would receive their normal increment plus 15 per cent of their base salary.
- Silver stated that the board did not make any showing of the shortcomings it felt the present index system may have, or otherwise indicate the manner in which the levels were derived. Its failure to tell which teachers it contemplated putting in what classification precluded bargaining on the criteria employed in evaluating the teachers. The board would only say that there are differences in teacher effectiveness which are identifiable and that the differences deserve recognition. As to the failure of the board to supply the names of teachers it would place in each category, Silver stated:

  "True, it would undoubtedly cause a certain general state of disquietude and mild turmoil, were the names disclosed ---this the Board concedes. But the adverse effect of disclosure does not excuse the omission. Indeed, it points up the likely unsettling effect on employer and employee relations that individual salary evalvation entails, a phenomenon apparently present even in the best of formulated, administered and implemented merit rating plans in the teaching profession. Similarly, the Board's failure to negotiate as to the propriety of the levels and its attitude of finality, suggests a predisposition to reject any counterpropesal. These are not the hallmarks of good faith negotiating."

- Turning to the advisability of a merit plan at all, Silver noted that prevailing opinion is against such plans. Citing a 1961 study by NEA Consultant J. M. Kleinman (Merit Rating, Past, Present, and Perhaps), Silver noted two basic objections to merit systems: the impossibility of making an adequate selection and the dissention caused by any selection made.
- Silver noted that the declared public policy relating to collective bargaining as stated in the Taylor law is "to promote harmonious and cooperative relationships between government and its employees." If the plan were adopted, Silver declared the association would have to conduct separate negotiations for each teacher it represents, destroying the "community of interest" harmonious labor relations require. Further, where the surrounding school districts maintain a definite salary schedule, the disruptive effect of a merit plan in the middle of the labor market of Nassau County cannot be discounted, Silver said, recommending continuance of the salary format presently in force.

In what may have been a weak moment, even the editors of Salary and Merit concede: "In some smaller districts where merit pay has been tried, it has failed, becoming a popularity contest, and intensifying personality conflicts between teachers and building principals."(32)

And lastly, in the publication that is so widely used by educational researchers, i.e. Gage's Handbook of Research on Teaching, N. L. Kenmery wrote:

> What the Committee on the Criteria of Teacher Effectiveness said in one of its reports (1953) still requires no amendment with respect to procedures usable by a school administrator for selecting teachers for merit pay...the present condition of research on teacher effectiveness holds little promise of yielding results commensurate with the needs of American education...after 40 years of research on teacher effectiveness ...one can point to few outcomes that a superintendent of schools can safely employ. (Gage's Handbook p.367.)

New-Style: In the last few years over burdened taxpayers, squeezed by the financial strains of heavy military spending, have begun to explore paying teachers "according to output." There are indications, however, that "output factors" and "payment by results" were considered half a century ago. The North Carolina study in the early 1960's carried the following item of historical interest (53):

> Most of the efforts to rate teachers by means of pupil progress came in the 1920's as a corollary to the testing movement. At that time many educators believed that they could accurately judge pupil progress by means of standardized tests covering such subjects as reading, arithmetic, spelling, grammar, and history. These were given at the beginning of the year to measure status before instruction. At the end of the year similar tests were given. The difference in the results indicated the gains. Some administrators assumed that teaching was responsible for whatever gains were made. If this assumption were correct, then the efficiency of the teacher could be judged by standardized tests. Completely disregarded were the natural abilities to learn, the effect of incidental learning and the growth that had taken place in some of the intangibles such as social adjustment, character, and personality. (emphasis added)

If this sounds familiar to 1970 ears, it is precisely because new efforts are being made to rate teachers by means of pupil progress. We seem to have gone full cycle. Even when writing about

differentiated staffing, English, alluded to how organizational 'rewards' can become congruent with 'results' when he tells how "salary could be a combination of degree of specialization (reflecting some university training or experience) and the amount of services rendered to the operation of the teaching team in achieving measurable results with students." (See English's article in the Fall, 1969 ISR Journal).

James Coleman also reported precedents for "payment by results" in England from 1870 through 1890's. (17) That period in England, Coleman reported, was one of an "uneasy establishment of a state school system." One step in that establishment was state subsidy to newly-established elementary schools on the basis of the number of students they got successfully through certain state-administered examinations. This method of state support was not regarded as successful, and in fact was generally discredited, Coleman concluded that "it is instructive to note a major reason for the discreditation of this system: because payment was based on absolute levels of performance...and because family background was then as now more important than school for performance, the subsidy payments favored schools with students from good backgrounds."

One of the clearest explanations of the "output" approach has been made by Allen Calvin. (14) The essence of his proposal is that school boards should reward teachers who achieve certain objective goals in the classroom:

(1) all members of a particular class reading at grade level,
(2) a certain competence level on standardized tests of arithmetic computational skills, and
(3) any other activity for which the teacher has previously given a grade.

Calvin suggests that each goal would be tied to some objective

measure of student learning:

> Pre-and post-gain scores might be used by some school systems, whereas others might want to use an analysis of covariance to take into account differing levels of socio-economic status.

In his words,

> Even in subject matter areas where objective criteria are now difficult to find, it would be possible by using a double blind rating system to create an adequate objective measure of student achievement. If a student is now being given a grade which rests on the judgment of the teacher, it then, obviously, is possible to objectify student performance at least on an ordinal scale.

Anthony suggested something similar in terms of merit pay by results.(6) In a report called "A New Approach to Merit Rating of Teachers," Anthony concluded:

- Those charged with rewarding teachers and who feel that teacher effectiveness should be measured in terms of the average academic growth of pupils grouped as a class might do well to examine a combination of classroom characteristics. These characteristics would concern teacher behavior directly connected with the teaching-learning process and teacher procurement and manipulation of classroom adornments and objects.

One of the approaches along the lines suggested by Anthony appeared in a memorandum from the Supervisor of Evaluation, to the Superintendent of Schools in Gary, Indiana: (18) Gary Teachers' Recognition Plan was presented, in part, in the following manner:

- Variables for consideration in the computation of regression equations which may be used to determine teacher effectiveness on a system-wide basis:
  Criteria of success
  (1) Mean class achievement in areas of instruction for the current year. This may be obtained from standardized tests or from instruments constructed by representatives of all of the teachers in a subject matter area and approved by the majority of the membership. (Weight of 2)
  (2) Rating of factors of teaching not identified by testing program. Raters would be drawn from other teachers. (Weight of 1)

The "predicator variables for the individual class unit achievement" which were established:

- Mean class achievement for previous year.
- Class size.
- Percentage of girls in class.
- Percentage of indigent children in class as determined by welfare rolls, etc.
- Class mean I.Q.
- Percent student turn-over for class.
- Percent teacher turn-over for school.
- Years of teaching experience including the present year.
- Years of teaching experience in subject area or grade level including the present year.
- Credit hours earned in graduate work.
- Credit earned in subject-matter area.
- Class absentee rate.
- Percent of repeaters in class.
- Rating of adequacy of learning environment; i.e., rental facilities, portables, basements, etc.
- Rating of the effectiveness of supervisory assistance received by the teacher.

In short, an attempt would be made to predict achievement and determine teacher effectiveness on the basis of assessing the extent to which students actually did achieve. Elaborate statistical devices would be used to quantify teacher effectiveness.

Upon reading the Gary Plan (in 1969) this writer solicited the opinions of a number of test and measurement experts, asking them to assess the merits (if you will allow this play on words) of the plan. The relevant passages from their responses are found in Appendix D.

Another form of merit pay new-style is, of course, performance contracting. (Performance contracting falls under the broad-and often ill-defined-concept of accountability, which is discussed in a later section of this report. In fact, the January 1971 issue of Educational Technology, called "Accountability in Education" deals with performance contracting.)

George Voegel, Dean of Learning Resources at Harper College (Palatine, Illinois) has explored the concept of teacher bonuses based on student learning results. (He also reported that the 'Dorsett teachers' in Texarkana were all paid the same as teachers hired by the board, although they rewarded with stock and stock options in the

Borsuit company.)

Voegel went into some detail in his "suggested schema for faculty commission pay in performance contracting," in explaining how the concept would work. (84)

- Basic procedures:
  (1) The contract payoff should be immediate for each faculty member who produces high achievement among his students.
  (2) Initial contracts should reward commission bonuses for small increments of student success.
  (3) Reward frequently (monthly paycheck?) or after the student achievement has been appropriately demonstrated.
  (4) The contract (and commission bonuses) must be fair, honest, clearly stated, positive, and used systematically with participating faculty.

Voegel stressed that the need for "something beyond" the usual percentage raise in salary "becomes fairly evident in such a student achievement structure."

("The presumption here is that sometime in the near future, faculty...will want to try this, rather than bring in an outside private corporation.")

He would, however, maintain some segments of the "old salary scales," e.g.,

"A base pay index such as a minimum starting salary and modest increments for experience would be included, but none for degrees or "hours beyond," since there is little correlation (and perhaps even a negative one) between degrees of the faculty and student achievement."

In addition, Voegel presents a number of guidelines for the budding performance contractor and teacher entrepreneur:

- Any salary negotiating would be done basically on the point index or ratio established for various levels of student achievement. Some possible ways of expressing this achievement could be as follows:
  a. Ninety percent of students achieve 90 percent of the objectives on "exams" or performance assessment. 10-point commission (30) students reach 90/90 x 10 = 300 points)
  b. Given a pretest score of 60, after "x" amount of instruction, a student scores 85.5 points.

c. Given a pre-test score of 90, after "x" amount of instruction, a student scores x+1 point.
d. "x" percent of students complete 1/3 of course in first three weeks. 20 points.
e. Given a low achieving group of students the gain scores show a 30 point increase. 20 points.

- The main variables in any formula worked out for such staff commission pay would have to consider:
  1. Level of student learning skills as described by his learning profile developed by the student development staff.
  2. The gain or achievement to be set.
  3. The weighing of the student achievement as defined by the index points assigned that particular category.
  4. The dollar value (or other reward) assigned or negotiated for each index point.

If in the 90/90 example, 30 students did achieve 90 percent of the objectives successfully, and a dollar of $10 per point had been agreed upon for that year, then the instructor would receive $600 (300 points x $10) in commission bonus pay.

There is a certain confusion about terms, for why else would Hechinger call his New York Times column on performance contracting, "Should Teachers Get Merit Pay?" (36) Whatever the case, Hechinger discussed the O.E.O. contracts to Mesa, Arizona and Stockton, California where each teacher will be given bonuses of up to 6 percent of his base pay if his students increase their proficiency in reading or math by more than 1.6 grade levels per subject. A teacher of both math and reading can receive a bonus of as much as 12 percent. Student achievement must increase at least 0.8 grade level in order for the teacher to receive any bonus. Students also may receive cash incentives, e.g., in Stockton, a $10 cash award at the end of the year, In some projects, e.g., Learning Foundations in Jacksonville, Florida paraprofessionals also may receive bonuses at the end of the year, based on student achievement, which could reach a maximum of 10% of base salary.

Hechinger discussed the possibility that some might abuse "the accountability gambit" by doctoring the children's scores, as in Texarkana. He also reported the little-known fact that "such practices

were reported rampant in the Soviet Union at a time when teachers were promoted or fired according to their pupils' performance." Rechinger made his reader aware of the three major criticisms of merit pay, new-style, old-style, and both:

- Given the differences in students' capacity, it is difficult to measure a teacher's contribution to the student's success.
- To leave the determination up to the principals invites favoritism.
- To pay exceptional salaries to a few teachers makes the school board look good on paper, even though the board makes little effort to improve the regular salary scales for the rest of the teachers who make up the majority. (36)

Some of the other relevant performance contracts highlights are:

Cherry Creek Schools, Denver, Colorado: (58)
- The Board of Education will pay bonuses to team members on the basis of pupil gains without concern for class size or instructional time or that such bonuses will be withheld in case of nonperformance.

Portland, Oregon: (54)
- Three incentive contracts for teachers---offering in one case a guaranteed bonus of $200 merely for participating, but involving only eleven teachers:
  (1) The first contract was not on a "no learn-no pay" basis; instead the agreement was to work for their regular pay on a guaranteed basis, with only the bonus contingent on student performance.
  (2) In the second, covering fifth and sixth grade summer school reading, one teacher "proved herself a gambler at heart" when she decided to work on an all or nothing basis. The teacher's salary for the summer was based on gains made by her students. Since students gained twice the amount expected, the gamble paid off with the teacher doubling her regular summer earnings.
  (3) Under the terms of the third; also involving summer school reading, the administration contracted with five teachers on a no-learn no-pay basis, which the teachers subcontracted with a private firm to ~~pay~~ enter their basic income. Under the agreement the firm was to get 80% of any earned bonus, while the teachers would split the remaining 20%. The project was successful in that the gains made by the total group exceeded the school board's expectations, but the results failed to match the company's goals. The company lost money, but the teachers came out ahead, with

[illegible] participating teachers would receive the bonuses they would be getting.

Dallas, Texas: (6)

> - Both teachers and a principal could earn a $500 salary bonus in a new type of performance contract...The $75,000 contract was proposed by the Dallas School Administrators Assn. at the invitation of Supt. Bates. The Classroom Teachers, which opposes the contract and its merit pay aspects, rejected a similar offer from Bates. Under the contract, a developmental reading lab will be set up in one inner city secondary school. Plans call for another lab at a second, but without the incentive pay. A third will serve as a control. The participating teachers and the principal will contract to raise the achievement of about 1,000 students by 1.4 grade levels. Their degree of success, measured by tests devised by ETS will determine the amount of their bonus.

Still another form of performance contracting was proposed in Washington D. C., but without the outside business profit. It is the plan devised by the Metropolitan Applied Research Center, called The Clark Plan, after its developer, Kenneth B. Clark. (4,7) It is, in reality, a mixture of differentiated staffing and new-style merit pay: (7)

> ...The rank and rewards of a teacher could not be determined merely by longevity or by the mere collection of credits in graduate courses, but by demonstration of the teacher's ability to raise the academic achievement of his pupils and to contribute to the professional growth of his peers.

Clark proposed teachers be classified and salaried on a four-track system: (a) beginners, who would serve three to five years as resident teachers before they are certified; (b) staff or certified teachers; (c) senior teachers, paid as much as assistant principals; and (d) master teachers, paid as much as principals. Promotion from one category to another would depend in large part on student advancement on achievement tests in reading and math which would be administered three times a year. Since reading would be emphasized to a considerable degree, the Plan sometimes has been

related to the Reading Mobilization program.)

While the Clark plan involves a number of controversial points, the proposal teachers singled out as most intolerable was the one regarding the use of test scores as a basis for ranking, pay and promotion. Teachers Union President Simeas objected to the use of tests "designed for white middle-class children" in a system where the pupil population is 94% black. The teachers also opposed the hierarchical plan, arguing that the emphasis on competition and merit pay would create a hostile climate and keep teachers from sharing successful ideas.

While parts of the Clark plan have been impeded (particularly the merit and differentiation phases), it appears that the reading mobilization phase will be implemented in some fashion. In addition, recent newspaper reports indicate that the Clark Plan may be spilling over into two suburbs: Alexandria, Virginia (2) and Prince George's County, Maryland. (59)-[1] However, in the latter case the projected program does not include the provision for linking teachers' pay to the performance of their pupils.

Performance-based teacher certification. Significant changes are being contemplated in a number of states which, if implemented, would alter certification patterns. Instead of through the submission of credits to a state education department or through a college's "approved programs approach," the performance-based approach would incorporate evaluating of teacher and/or pupil performance as factors in certification.

While it is premature to predict the future of performance-based certification, it is mentioned here for its potential effects on the

reward systems of teachers. To begin with, only "entering," pre-service teachers would be directly affected, but on the certification levels or ladders are extended, the effects on in-service teachers could be felt.

AFT Vice-President Patrick Daly, who also is a classroom teacher, placed the issue clearly in context in his report of the May 1970 Miami Beach conference on performance-based certification: (19)

> - The intensity of the pressure for accountability at all stages of the educational process will inevitably force many administrative bodies to seek, in some desperation, for tools that will satisfy public demand for teachers who have been "certified" as reliable "products" of training institutions and can be sent into school districts accompanied by "verifiable data" attesting to their ability to perform in a guaranteed fashion.
> - Like other educational panaceas in the past, the current enthusiasm for performance-based teacher certification will produce some useful tools for improving education but we must be alert to any attempts to use the new knowledge to supply answers to problems with which such knowledge was never designed to cope.

The classic statement on this issue, to date was presented by Schalock at the 1970 conference on Performance-Based Teacher Education in Miami Beach (69). His insights, extremely important for what they imply, must be reported at some length:

> The growing dissatisfaction with present approaches to teacher education, the availability of increasingly analytic tools in teacher education, and the demand for greater accountability in education generally have given rise to the concept of "performance-based criteria" for teacher certification. In general terms, such certification asks that the criteria---whether knowledge and/or behavior and/or the products of behavior---be made explicit, and that the students of teaching be held accountable to those criteria.
>
> Central is the issue of whether performance beyond the knowledge level should be defined in terms of teaching behaviors, the products of teaching behavior, or some combination. On philosophic as well as on practical grounds the question is real and of utmost significance to education and teacher education in the decades to come...The bias is toward certification criteria that focus upon the products of a teacher's behavior, rather than a teacher's behavior per se; for the products that derive from teaching are after all that which education is ultimately about. It is also reasonably safe to assume that these are also the

criteria by which teachers and the teaching profession will be held accountable in the future.

The implications of this movement also were summarized very precisely by Daly: (19)

> The assumption that teacher and pupil behavior is a proper subject of systematic analysis and evaluation against previously specified norms of desirable behavior is one that few teachers would object to, but how and by whom and under what conditions such analysis and evaluation is used in determining the competency of a trainee or an experienced teacher is quite another matter. ....Increasing numbers of persons in the educational establishments are responding to demands for greater teacher accountability by vigorously seeking devices that will enable state and local administrative bodies to collect, categorize, computerize, and publish data on teacher and pupil performance that can serve as a means of distinguishing different levels of skill among teachers...must be aware of the potential misuse of instruments of evaluation that are initially designed to aid trainee teachers but which could be used to evaluate teachers for purposes of retention, promotion, or the awarding of salary increments.

Hence, the movement toward performance based certification may well be a reward system issue in the future as differentiated staffing, merit pay-old style and new, performance contracting, and the Clark Plan are today. It is fair to say that sooner or later this method of certification must be "reckoned with."

OTHER EFFORTS TO CHANGE THE SCHOOL SYSTEM

Planning Program Budgeting System: PPBS in a very real sense is another effort to change the reward system. As with performance contracting, PPBS falls under the broad realm of what has been called Educational Accountability.

As diverse pressures to evaluate the "output" of the schools mount, educators are attempting to select procedures for assessing the impact of school programs. In their search, some have fastened on the "behavioral objectives" movement. Behavioral objectives, performance objectives, and measurable objectives are synonymous for school outcomes stated in terms of those overt, observable actions of learners.

Miles Myers, a vice-president of the California Federation of Teachers, in the May 1970 issue of the California Teacher, defined a number of the terms currently being used:

> Goal: a statement of broad direction, general purpose or intent. A goal is general and timeless and not concerned with a particular achievement within a specified time period.
>
> Objective: a desired accomplishment which can be measured within a given time and under specifiable conditions. The attainment of an objective advances the school system toward corresponding goals. "Performance" or "behavioral" objectives focus on what the learner is to know, be able to do, or will demonstrate as a consequence of instruction, the important conditions under which he will perform, and the level of acceptable performance.
>
> Assessment: a statement explaining how a school system's output compares with input.

Directly related to the concept of behavioral objectives is the movement toward Planning Program Budgeting Systems. Again, Myers did a good job in summarizing the concept:

> PPBS is essentially a different method for reporting district expenditures. The old or present system has a large category called certificated personnel, another category called classified personnel, another titled textbooks. Critics of the present budget system say that no one can tell what programs the money

is being spent (input) and the results (output) compare with investment (input). PPBS is a budget system that states anticipated results (output or objectives) and money spent on specific programs (a budget category called English or Language Arts replacing such general categories as textbooks and instructional materials). Thus, districts using the budget must first plan (objectives or output), program (activities and services to achieve objectives), budget (amount spent on specific programs), and evaluate (cost effectiveness). These steps are sometimes labeled Systems Analysis.

While the concept of PPBS has not yet had a direct effect on reward systems for educational personnel, its potential is quite significant, as Hartley pointed out on a number of occasions. For example,

- One major value of PPBS would be to cause educators to reconsider their present values as represented in allocation schemes before openly displaying their program priorities in the new program budget format. (17)
- The implications for urban schools are great. It means that the school budget would be stated in curricular terms and that, in an ideal setting, allocation decisions would be based on objectives directly related to classroom achievement. (emphasis added) (17)

And most importantly:

- Instead of seeking only salary increases and similar benefits from the total reward system in a narrow, self-interested manner, teachers could, with a program budget, focus upon programs, or programmatic outputs of a school, and seek support for more resources for these programs. It is likely that public support for teachers would be greater if the public could be shown that the various pupil programs would be the major beneficiaries of increased taxes, and not merely the salaries of teachers. (emphasis added) (16)

"Combat Pay." In the early 1960's the New York City Board of Education offered "extra pay" to teachers in the more difficult inner-city schools. It was rejected by the teachers and their union, the United Federation of Teachers. In its place, the U.F.T. countered with the proposal which led to the establishment of the More Effective School (MES) program now in 31 schools throughout the city. The concept, known as "combat pay," however, has been considered

periodically in several other urban districts and, hence, is still another approach for changing reward systems of teachers.

The journal Salary and Merit, for example, reported that the St. Paul Teacher Council proposed this type of incentive pay for inner-city teachers: (1)

> The Teachers Council asked the St. Paul School District to pay teachers in poverty and urban-renewal-area schools an incentive of $1,000 for the 1970-71 school year, plus $125 for each additional year of teaching there, in addition to proposed salary increase.

The more typical procedure is for the school board to seek "combat pay" rather than teacher councils.

In addition, Salary and Merit also reported the role of the U.S.O.E. in this area: (2)

- The U.S. Office of Education recently issued guidelines under Title I, ESEA, dealing with recently enacted legislation permitting "bonus payments" to teachers in schools with "an exceptionally high concentration of children from low income families."
- Bonus payments, according to the guideline, will be given "only to teachers who have been selected to serve" at schools with the greatest number of disadvantaged and "must be an integral part of a comprehensive Title I program."

Thus, it appears very likely that the issue of "combat pay" is still a very live one. A more acceptable concept, however, particularly from the teacher organization's point of view, is the concept of "extra pay for extra work."

Extra Pay for Extra Work. In response to the creation of vertical staffing and hierarchical salary patterns, the American Federation of Teachers particularly has supported the concept of "extra pay for extra work." Instead of creating rigid, bureaucratic levels, the A.F.T. has supported a more fluid conception of staffing and salary, that is, instead of "fixing in" and "slotting" teachers

into a local step, the A.F.T.'s conception is for teachers to be compensated for such work as additional curriculum development activities, additional work involving teaching in service courses, supervision of interns and student teachers, additional research and other teacher "fringe" activities. In short, compensation would be determined by the single-salary base but in addition, it would also be determined by the extent (time wise) the teacher was asked to perform other duties: extra pay for extra work. The key factors in determining the amount of "extra pay for extra work" are: time on the job, months, days in the week and hours in the day.

The N.E.A.Research Department from time to time has published data on this issue. The most significant observation is the tremendously large range in the maximum salary supplements: (25)

Activity	Number of systems reporting	Median maximum supplement	Range: low	Range: high
PURE PARTICIPATING COMPETITIVE SPORTS:				
Head coach (1 only credit)	76	$1,014	$225	$5,000
Football	418	1,059	111	4,000
Athletic director	205	1,000	150	3,200
Basketball	419	500	108	3,000
Hockey	51	500	135	2,000
Track	398	225	105	2,500
Wrestling	329	212	100	1,000
Baseball	378	600	105	2,000
Equipment manager	56	516	100	1,000
Soccer	106	450	75	1,000
Swimming	252	400	65	1,000
Gymnastics	142	354	92	1,000
Intramural sports	209	475	100	1,000
Cross country	321	400	25	1,000
Water polo	31	374	200	1,000
Tennis	274	500	50	1,000
Golf	90	375	150	500
Golf	300	366	50	1,000
Lacrosse	41	350	62	750
Gymnastics	168	300	75	1,000
Softball	24	268	25	550
PURE PARTICIPATING NON-ATHLETIC ACTIVITIES:				
School band	305	600	150	2,000
Director of music	42	492	120	1,500
Instrumental music	161	450	92	1,000
Vocal music	296	350	100	1,000
Director of dramatics	259	400	50	1,000
Debating	269	344	92	1,000
Yearbook	265	400	50	1,000
Newspaper	275	500	25	1,000
Director of vocal music	176	400	100	1,000
Assembly	58	250	150	600

Salary [illegible] plan along these lines in East Meadow, Long Island, New York: (11)

- The plan gives weight to ten factors in determining pay, and a resulting number of points are then established. Payment for the activity is at a rate of 7.00, 7.50, or 8.00 per point, depending upon responsibilities in the activity. The rate of compensation per point will be the subject of annual negotiation.

It is reported that the coaching positions (no mention was made of the non-athletic assignments) are evaluated on a point system based on the following factors:

(1) Hours spent coaching per season.
(2) Prime time spent coaching. For Example: nights, weekends, holidays, vacation time.
(3) Number of boys coached each day.
(4) Amount of equipment responsibility.
(5) Frequency and degree of injuries requiring preventive training, first-aid, safety precautions, accident and insurance records.
(6) School and community interest and activity pressure.
(7) Indoor and outdoor environmental working conditions.
(8) Locker room and bus transportation supervision.
(9) Experience, skill, and training necessary to coach the sport.
(10) College admissions correspondence.

Another example, along these lines has been developed by the State College Area School District in Pennsylvania. (28) They have listed over 60 job descriptions related to extracurricular activities:

- Extra duty as defined by this plan includes all activities beyond the normal contractual obligations. Such contractual obligations include the involvement in typical activities in the school program--Parent Teacher Association meetings, American Education Week activities, and commencement activities. The guide makes school principals responsible for equitable assignment of contractual obligations with the stipulation that an activity requiring an extraordinary amount of time should be considered under the extra-duty pay program.
- There are two rating scales. All athletic and nonclass-related activities are rated on one scale. Those activities that require after-school time on the part of the sponsor and the students but that are directly related to a scheduled class are rated on a separate scale. The weighted values of second scale are lower on the assumption that the overall responsibilities and pressures of class-related activities

are less than those that are nonclassroom related.
- Nine criteria are used to rate each activity, including total time spent out of school on an activity and the responsibilities involved for equipment, facilities and funds. Committee members assign point ratings for each criterion and obtain a weighted score for each of the factors. The total weighted rating is then rounded out to the nearest five points and multiplied by a predetermined dollar value for each point. For example, a weighted rating of 46 would be rounded to 45 points and multiplied by perhaps $8 for each point to give a stipend of $360 for this activity. (The amount of money per point is a negotiable item.)
- All extra-duty pay is on a three-year step system. The first year a sponsor receives 70 percent of the total rated value of his activity; the second, 85 percent; and the third and following years, 100 percent.

As Winston has pointed out in his study in California, a great variation exists in the specific programs. (34) For example, several districts have released time from other duties to compensate teachers for their extra activities. Winston reported that the California Teachers Association supported a resolution which included the position that: In unusual cases where released time is impossible to achieve, the teacher should be compensated for his additional duties at a rate which is in direct proportion to his yearly contractural salary.

One of the most comprehensive studies in this area was the project Purdue University and the school system of South Bend, Indiana. (29)

> The study concluded that extra pay for extra work should take into account three factors:
> (1) Total clock hours devoted to the extra duty during the school year outside of the school day.
> (2) The quality and importance of the assignment.
> (3) The individuals base salary or any specified base salary.

In addition, the study concluded that there is a trend toward paying teachers for extra duties and that it usually occurs in urban areas.

As for an advantages to a fixed policy on "extra pay for extra

work," [illegible]

(1) Each teacher will know how much is paid out for extra assignments and for what tasks. It should quiet certain of favoritism.
(2) The teacher with special abilities will know what position to strive for if he wishes to increase his salary through a school system [illegible].
(3) Assignments are made with greater ease as extra pay assures better response and cooperation on the part of teachers.
(4) Teachers with special talents can be induced, with monetary remuneration, to stay on a special assignment.
(5) Administrator-Teacher conflict over extra pay is eased once the objective schedule is created.

It would appear then that, in the long run, the concept of "extra pay for extra work" may have a better chance of succeeding without the injection of "extra pay for extra level of responsibility" (differentiated staffing) or "extra pay for extra degrees of competency" (merit pay plans).

Extended School Year. Another concept which has direct relevance to reward systems is the extended school year.

The N.E.A. Educational Research Service (13) reported that the vast majority of teachers still work under a contract which covers only the regular 9 1/2-month school year; the additional pay they receive if they teach in summer school is not part of their contracts. Nevertheless several developments now in the experimental stage make it possible for school boards to employ some teachers on 12-month contracts. One such development is the year-round school program where teachers have the option of working all four quarters or only three quarters.

The N.E.A. survey also disclosed that the difference in salary paid to teachers on the extended contract year is determined on one of three bases: on [illegible] and percentage of the salary

[illegible] extra salary is determined by computing the per diem salary on the regular contract and multiplying it by the number of additional days worked and a fixed amount. The percentage of additional salary ranges from eight percent in a system with only three additional work weeks, to another one-third of regular salary in the system where the extended-year contract is 12 weeks, longer than the regular contract of 36 weeks. Two systems reported the per diem method of determining extra salary. For teachers in the two systems which pay a flat amount it is $750 and $1200 for six weeks' extra duty. (1970 data)

The State Education Department in New York has conducted extensive studies in this area. The 1968 study (26) reported that teachers can obtain extra compensation for their involvement in an extended year program, but that it may not suffice in a low expenditure district to attract and hold qualified teachers. The report concluded that salary schedules should be based upon an 11-month school year but that some additional compensation adjustment be made where all teachers in the district are not involved in the extended school year.

The previous study (30) in 1966 focused on costs and savings as well as salaries. It concluded that the extended school year could well hold the potential for savings in the salary and retirement accounts due to the need for smaller staffs. (However, it is not clear why smaller staffs would be needed.)

In spite of this approach, however, the 1966 study conceded that teachers who work in an extended school year program were receive extra compensation for these extra days of service. But such extra

and [illegible] for the [illegible] of the program [illegible] for [illegible] of [illegible] school [illegible] will have to be made beyond recommendations where only a portion of a school staff is employed for an extra 20, 25, or 30 school days."

The [illegible] study recommended four approaches: (1)

1. Salary Adjustments for the Continuous School Year
   All teachers working in the continuous school year program should receive a 10 percent increase over their annual salary. This should be [illegible]...
2. Salary Adjustments for the Trimester and for Quadrimester Programs
   Teachers working in trimester or quadrimester programs should receive a 10 percent increase in their annual salary, plus 1/200 of their yearly salary for each day extending into the 12th month.
3. Salary Adjustments for the Modified Summer School
   All teachers who work for a full school year or whatever may be classified as full-time teachers. Teachers working less than a full school year may be compensated on a pro rata basis.
   a. Teachers employed on a voluntary basis may be given a salary based upon an hourly rate or a flat sum for the summer.
   b. Teachers employed on a voluntary basis in a nonremedial program may be paid on the same basis as (a).
   c. Where there is a parallel remedial makeup program in operation, the salaries of both groups of teachers should be equalized.
   d. Teachers who are required to teach in the modified summer program should be granted an increase of 10 percent of their annual salary for teaching during the month of July, plus 1/200 of their annual salary for each day extending into August.
4. Salary Adjustments for the K to 12 Extended School Year Program
   Teachers working in the K to 12 extended School Year program may receive a 10 percent increase in salary.

Other Changes in Teacher Certification.

In addition to the performance-based certification movement, discussed above, a great deal of certification activity is taking place at a number of state boards which has direct bearing on reward systems. The prime example is the Ryan Master Teacher Law, which was passed during the 1969 legislative session in California. The key,

Relevant excerpts of the bill are as follows, in addition:

- It is the intent and purpose of the Legislature, by the provisions of this article, to encourage teachers employed in the public schools to attain excellence in their profession, and to provide them with incentives to seek and to be rewarded both special recognition and material reward.
- The pilot program shall begin on July 1, 1970, and shall terminate on August 31, 1973, and shall be implemented in accordance with the following schedule:
  a. 1969-1970, organization of the program and selection of master teachers.
  b. 1970-1971, payment of the extra stipend to selected master teachers and selection of additional teachers.
  c. 1971-1972, payment of the extra stipend to all teachers certified as master teachers and evaluation of the program.
- The criteria for the selection of certified master teachers shall be established by the panel and shall require at least:
  a. A master's degree in an academic field, or the equivalent, to be determined by the master teacher selection panel of a master's degree in vocational subjects for which master's degrees are not usually awarded, or successful completion of the competence examination prescribed in Assembly Bill 750 of the 1969 Regular of the Legislature, if enacted;
  b. Eight years of total teaching experience, with four years of teaching experience in the district.
  c. The demonstration of distinctly superior teaching ability.

(Note: The law was amended during the 1970 session so that the master's degree is not required. It was found that the MA was an unrealistic requirement for elementary teacher candidates.)

Lastly, several state teacher associations (e.g. California Teachers' Association's Committee on Teacher Education and the Pennsylvania state association's TEPS Commission) in the past few years have explored the possibility of a special rank of master, the diplomate teacher as a kind of special certification. However, it is accurate to report that this movement has not really gotten off the ground yet.

Postscript. A very new proposal has come to the attention of this writer (since the completion of the first draft of this manuscript) which has great bearing on the issues of certification and reward systems, i.e., the proposal of the Committee on National Program Priorities in Teacher Education. (See the complete report next.

"The Power to Change Teacher Education," July 31, 1971. Final Report Project [illegible], [illegible] Center for Educational Research at Berkeley, et.)

The most relevant part of the proposal is found in Myron Lieberman's section (Appendix A) on "Educational Specialty Boards." In essence, the plan would provide for a competency-based certificate for what Lieberman has called "highly trained master teachers or teacher trainers." These certificates would be issued by national Educational Specialty Boards operating outside and above the legal framework for state certification. Individuals acquiring Board certificates would be entitled to special salary increments. The figure which has been proposed is $2,500 (or between 2,500 and 3,500 (both figures are given in different sections of the proposal) Board certified teachers for one year. This, however, assumes matching salary increments by local districts. In other words, after an assessment conducted in Board Examination Centers, those teachers blessed "as among the most competent teachers or teacher trainers in the nation" would be entitled to an extra $3,000 special salary increment. (Not bad, if you are one of the lucky .001 of the teachers in the country so blessed.) Surely more will be heard from Lieberman and the concept of "Educational Specialty Boards" in the months to come, for the proposal probably is one of the more controversial efforts to change the reward system of teachers--- and teacher trainers.

SUMMARY AND CONCLUSIONS

In response to the multi-part question, what is the current reward system for educational personnel in elementary and secondary schools, it is accurate to say that there is no one reward system. There are many, e.g., merit approaches. However, one is most prominent and it has been termed the single salary schedule. That term is something of a misnomer, for the so-called single salary schedule really is based on two factors: years of experience and level of preparation. This applies to teachers and administrators, as well, although, as has been pointed out, a sizeable number of variables and differentials exist within the framework of the single salary schedule.

In response to the second phase of the question, what efforts are being made toward changing the reward system, a number of thrusts are being made, all geared to increasing the number of factors from the two basic ones mentioned above.

These multi factor approaches include such things as:

- The Compensable Factor Method--in which the factors are "responsibility," "job conditions," "education and skill," and"mental and physical effort."

- Management Criteria--in which the new factors include "pupil responsibility," "scope of responsibility and impact of judgment," "autonomy of operation," "interpersonnel relations and tension level," "level of fiscal and/or confidential data responsibility" and "scope of supervision."

- Linear programming--in which there are literally no limits to the number of factors. (Brano suggests nine in his illustrations.)

- Differentiated staffing--in which the factors include such concepts as "levels of responsibility," "Complexity of instruction," "degrees of accountability" and the like.

- Merit pay (old style)--in which the factors are "degree of competency" or "level of effectiveness."

"concerned productivity," and "real power or results."

There are also a number of plans which go the approaches, e.g.:

(1) the Hawaii plan--which is a differentiated staffing model but also includes "accountability factors," "work schedule time factors," "career development factors," and the like, and

(2) The Clark plan which is a mixture of differentiated staffing and merit pay-new style.

The concept with great potential usefulness in the future reward system debate is that of the "fluid hierarchy," in which the salary beyond the base figure would be dependent upon the "current situation" or "task at hand." This approach would not lock salaries into a rigid hierarchy. The concept is not new, however since for years the teachers' union has refered to it as "extra pay for extra work."

Other efforts to change the current reward system were identified: performance-based certification, PPBS, "combat pay," the extended school year, and certification changes such as Ryan's Master Teacher Law in California.

In addition, a number of specific generalizations can be made:

(1) - Undergoing constant modification are the traditional views of the single salary schedule, the concept of merit rating (from old to new), and adherence to money as the sole means of motivating personnel.

(2) - The trend is clear: collateral or "fringe" benefits are on the increase and are considered as an inherent part of the compensation structure.

(3) - Merit pay-old style is found mainly in smaller districts, especially those with a relatively high assessed valuation per child and whose school patrons include a large number of upper-income people. It is unlikely to be generally accepted in large, urban districts.

(4) [illegible]

(5) - A great degree of interconnectedness exists between some of the newer approaches to extend the factors of the single salary schedule, e.g. between differentiated staffing and merit pay (both old and new styles), and between merit pay-new style and PPBS (the "accountability" and "output" movement)

(6) - Among the many factors which are being suggested to extend the dual factored single salary schedule, some appear to be more acceptable to teacher groups than others, e.g. extra pay for extra work rather than merit levels, competency levels, responsibility levels, and accountability levels. However, the debate will continue to be focused on the question: which of the many factors being suggested are workable?

(7) - The debate, of course, is far from being over. While the single salary schedule--i.e., the dual factored, approach--is being questioned and while a multitude of factors are now being suggested, a new conception of the single salary schedule is being formulated. This is the "Equal Pay" concept discussed in the final section below.

Before the "final word," however, let us look briefly at one one of the most significant articles which has appeared in this area recently. Z. M. Mahodesian summarized the reward system very well when he wrote the following short but very insightful paragraphs. (American School Board Journal, May, 1970, page 24):

But what is so bad about the old teacher pay schedules that treat everybody alike? A traditionalist gets a word in

By Zaven M. Maksoian

It is high time school board members and administrators stopped feeling guilty about traditional teacher salary schedules simply because they're based on years of experience and educational background and seem to make no provision for "merit" or differentiated responsibilities. Boards would do well, in fact, not to leap every time they're told the public no longer will tolerate pay schedules that don't "make sense" because they reward every teacher irrespective of quality of performance.

The truth is that salary schedules don't make sense, but they *do* work. Admittedly, it is hard to claim that every teacher on Step Ten is necessarily more effective than every teacher on Step Four. Or that all teachers in the "master's degree plus 60 credits" column are necessarily better teachers than those who have earned only a master's degree. Even so, most school systems are perfectly satisfied with situations where two teachers who use adjoining classrooms, teach the same grade level, and get unequal salaries. So, it seems, are most teachers.

Many things in life don't make sense until all factors are considered. Traffic on the freeways during rush hour is an example. Thousands of cars head for the city while other thousands leave the city for jobs in suburban industrial parks. Wouldn't it make more sense if people lived where they work?

The answer depends on one's point of view. Teacher salary schedules, for example, make sense when viewed from one angle, but they make a great deal of sense from an overall point of view. Suppose they were. Teachers want to be paid on the basis of experience and earned credit. They do not want it any other way.

Why should boards try to devise a different salary schedule if the current one makes the staff happy? Why not, feeling the added pressure the teaching performance can't always be evaluated objectively? Why raise salary costs (and every "merit" system must cost more) so it doesn't have a chance? when the probable result will be dissatisfied staff morale? Even those teachers who maybe single out for extra pay under the automatic features of the traditional schedule that treats all teachers as equal grade rounds as they are on the same step in the same column.

Wouldn't any logic for living that pays on "merit" be satisfied to have a system of salary determination acceptable to all its participants? Wouldn't it be easier to limit negotiations to dollar amounts that go into the schedule and not have to be concerned with all the other considerations that currently must be faced when some objective salary system does not exist? There is no reason to believe the practices of business are any better than the practices of school systems when it comes to salary determinations.

Boards of education should stop wishing for salary schedules their teachers don't want. The logical, lockstep type of traditional schedule makes sense in one important way. *Teachers are happy with it.* Their only concern is with the amounts, not the method of distribution. But that's a topic of a problem for any school board!

Zaven M. Maksoian, a former school superintendent, is associate professor of education in the graduate department of administration and supervision, St. John's University, Jamaica, N.Y.

The "Career Ed" movement has made [illegible] contemplation of the [illegible] degrees of responsibility, degrees of [illegible] etc. raise some very significant questions. For example, in the Hawaii Plan accurately describes the elementary school classroom teacher as the one who has "the major responsibility...at the point of contact" and who "is particularly important and critical...the foundation for all instruction activities," is not the elementary school teacher the one who should receive the greatest reward? Afterall, what is more responsible, more important and more complex than the teaching of reading to a primary school child? What is more significant than what occurs at the point of contact between the classroom teacher and the child? If there is to be a hierarchy, who should be at the top? Do the present reward system and the contemplated efforts to change it have it all backwards? Is the rationale of the hierarchical reward system upside down? What do we value most? Whom do we value most? Who is supportive of whom?

Ernest Bayles had something relevant to say about value-theory in Democratic Educational Theory (1960):

> If I really like and want oysters, more than anything else in the world, then indeed will I be willing to trade anything for oysters. If and when I find something which I am not willing to trade for oysters, I have found something which I value more highly than I do oysters...There are times when oysters appear to be worth much; there are others, possibly, when we would be distressed to have them about. Thus, values are taken to be humanly determined; a function of time, place and person.
> (Editorial Comment)

Ordering, classifying and categorizing classroom roles, like enjoying oysters, cannot be regarded as a cosmic absolute. Which

[illegible]

[illegible]

[illegible]